THE MYSORE ADMINISTRATION

SOME OBSERVATIONS AND RECOMMENDATIONS

BY

A. D. GORWALA

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I. INTRODUCTION

"It is not the sentiments of men which make history but their actions", says a great writer. So too, Government is made good or bad not by the words, but by the deeds—or misdeeds—of those in power. Remembrance of this is a necessary preface to any attempt at improvement of administration.

How can the taking of right action be ensured? According to the Hindu tradition, by ensuring the personal integrity of the ruler and the moral sense of the citizenry. The result of the interaction of these upon one another is bound to lead to good government. The personal ruler of the past has been left far behind, yet these essentials are still the chief factors for good in governmental situations. The ancient Hindu writers held that all devices, forms, methods and organisations were secondary, if these two subsisted; though all worked well, without these two no truly fruitful results could follow. That remains true. No amount of progress in technique or machinery can be of much benefit, if the moral standard of those in charge of government is deplorable, or the people as a whole are dishonest and self-seeking. In either case, satisfactory results cannot follow.

Not realising this, or realising it and not wishing to do anything about it, many people in this country seek to throw the blame for defects in government on the system. If only the system were different everything would be wonderful, so they say. Now systems are capable of improvement. None is perfect for all time. Change to meet altered circumstances is always desirable. Yet no amount of change can really produce good government if the two basic essentials are lacking.

To what extent do these two depend on one another? Is it the good ruler who makes the good people? Or, does the general possession of a moral sense by the people necessarily lead to the personal integrity of the ruler? While there is no denying that the second affects the first, in the sense of preventing perhaps the grossest excesses that result from absence or failure of personal integrity in the ruler, the first can have a much greater effect on the

second. As Confucius says, "the example of those in high places is like the breeze and the behaviour of ordinary people is like the grass. When the breeze blows upon the grass, the grass assuredly bends in the desired direction." Where then there is integrity in a government, the probability of growth of moral sense among the people is *undoubtedly greatly enhanced. The Indian people are* moreover noted for their high respect for character, so that they are particularly prone to be affected by the open demonstration of it in those occupying great positions.

What exactly is this personal integrity so requisite *for those* partaking in government? Honesty in the pecuniary sense is an element of it. But it certainly is not the whole of it. Besides that, it means complete dissociation from nepotism, favouritism, communalism or casteism. *It also means intellectual honesty, a desire to* reach decision on merits alone, unaffected by prejudice or predilection, a willingness to take into consideration honest opposition to one's own views without fretting or being vexed. It may be summed up as being imbued with public virtue, that which makes the mind of the individual regard every action from the point of view of the benefit of the people as a whole.

The ideal is of course not always easy to achieve. But approximation to it can and must be attempted. If *not, worthwhile results cannot follow,* no matter how numerous and well thought out any suggestions about personnel, organisation, structure or methods.

II. GENERAL OBSERVATIONS.

During the time I have been in Mysore the governmental and administrative atmosphere has seemed to be vitiated by what is known as the 'Vidhana Soudh' scandal. This incident aroused considerable feeling among the people and affected very detrimentally the morale of the entire administration. On the 26th November 1957, I wrote the following confidential demi-official letter to the Chief Minister :—

"Governmental and administrative efficiency is, as you know, even more a matter of morale than of technique, and the morale of an administration cannot be sustained if a dark cloud of suspicion is allowed to continue to overhang it. For morale to improve, the cloud must be dissipated. This can only be done by full and proper investigation, and by proper action following on the investigation.

There is no doubt that the administrative atmosphere here is rendered extremely insalubrious because of the Vidhana Soudh episode. The report of the Enquiry Committee makes painful reading. Even though the Committee had not the power to take evidence on oath and compel the appearance of witnesses and the production of documents, enough emerges to make it clear that there are reasonable grounds for suspecting serious malpractices. The report was presented in December 1956. It does not seem to have been followed up by proper investigation. In the circumstances, the present low state of morale is not surprising.

The best interests of the State undoubtedly demand that the whole matter be gone into thoroughly in spite of the lapse of time. The appropriate agency to conduct the investigation at this stage is, in my view, the Government of India's Special Police Establishment. That Organisation might be asked to place its most competent and reliable officer in charge of the case. Unfettered by local ties and preconceived predilections or prejudices, such an officer may be able to get at the truth".

No reply to this letter was received. Nor so far as is known has any action been taken up to now. If this represents the considered decision of the Government of Mysore and if its purpose is not to let the light of day be shed upon the mysteries of this affair, no question of improving the tone of administration can arise. At best it may remain at its present low level, but the likelihood is that it will deteriorate. For as has been found again and again, while it is possible to maintain a level of good, *there is no such thing as maintaining a* level of evil. Bad invariably goes on to become worse. So gross indeed has been the closing of eyes and neglect in regard to this matter that it is difficult to expand on it in temperate terms. It is sufficient to say that if the Government of Mysore is not prepared even now to take action, the people of Mysore must give up all hopes of any better, much less of an honest, administration. Nor indeed are they or their representatives altogether free from blame in this matter. During the budget session of 1957 the Report of the Committee was incidentally mentioned by the Leader of the Opposition and speeches were made in defence by the former Chief Minister and in rebuttal of him by the Finance Minister. (The speech of the ex-Chief Minister and his statement before the Committee make most interesting reading). The matter was allowed to rest there. Though Government has refrained from making the report of the Committee public, no member of the Legislature has demanded that it be placed on the Table of the House or has attempted to institute a specific debate on it. The report still remains unavailable to the public.

The most frequent complaint, the one most bitterly voiced against Government in Mysore is that of delay. "From the Minister to the Shanbhog, wherever you go, with whomsoever you deal," said one indignant citizen of old Mysore, "never is there a prompt reply. Always, always, time must elapse, at least weeks, often months, sometimes even years." His sentiments were echoed by a resident of the Bombay Karnatak, who was greatly shocked at what seemed to him unconscionable delay in even the simplest matters. The situation he felt was much worse than in the Bombay State as he had known it. Particularly bitter is the complaint about delay in

the Secretariat and in the offices of Heads of Departments.

For delay in particular instances there can be any number of reasons. Faulty organisation may be responsible. Unnecessary duplication, or lack of delegation may cause it. Error in distribution of work, too great a burden on one man, too little on another, may be a contributory factor. Not enough, or not sufficiently, trained staff may account for it. But when the complaint is not particular, when it is general covering every field and almost every authority, the reason goes beyond these specific causes. Then the cause really is failure on a large scale to understand the responsibility which the government and administration owe to the people. Democracy, it has been said, can become a reality only when any citizen can write to any State functionary including the Minister with the certainty of receiving a quick, clear and satisfactory reply. How then is democracy to be a reality in Mysore, at least to the extent of its citizens receiving a quick reply? The clear and satisfactory aspects will be treated later.

To one of the primary maxims of administration, "what is not inspected is not done" may, in the circumstances of Mysore, be added as a corollary, "what is not continuously inspected is not done as quickly as it should be". Accordingly, what is needed is an over-seeing eye at short intervals and in every department. Such an eye cannot be provided by creating a separate organisation or department for inspection. It can only be effective if it is in the regular line of the inspected organisation itself. In other words the responsibility for eliminating delay is primarily that of the heads of offices and departments. They can do this by devoting time to it specifically, rigorously inspecting the work of their subordinates, explaining to them where they go wrong, and insisting on their doing it as quickly as it should be done. For delay in any office the head should be held responsible, and should be made to realise his responsibility by being dealt with effectively. More often than not delay is the result of general slackness and all that may be necessary is to make the staff understand fully that slackness will in future bring quick retribution.

One way of inspection is after visiting an office, to write an elaborate inspection note and send it in duplicate for compliance. This, in the circumstances of Mysore, is *just waste of time. What is needed is to make the person* who is to deal with a particular matter deal with it there and then and to put into him sufficient understanding to cause him to deal with similar matters equally expeditiously in future.

For the Secretariat the following procedure will probably be effective. The Chief Secretary should devote one afternoon every week to inspecting in any department selected at random, the Secretary's work and perhaps the work of one or two branches. Each Secretary should *devote one afternoon a week to inspecting at random* one or two branches in his own department and his Deputy Secretary's work. A Secretary of one department may be asked by the Chief Secretary occasionally to examine a branch in another Secretary's department. The following of this method over a year should lead to very great reduction, if not to total elimination, of delay at the centre of government, except of course in so far as Ministers are responsible for it.

Delays caused by Ministers fall into two classes, a *Minister keeping a file because he cannot* make up his mind or because he does not wish to deal with it for any other reason, and the holding up of matters in cabinet because that body for reasons known to itself or to some member of it does not wish to take a decision. The first cause can be dealt with by the Chief Minister, or the Chief Secretary under the Chief Minister's instructions, taking from time to time, not less than once a month, a tally of all the files pending with each Minister and urging the prompt disposal of any that may have remained for more than a week. The cause of the second is often unwillingness to take a decision by a majority and a desire not to decide until every member of the cabinet is agreeable. The result sometimes is that after hours of sitting only a very few items out of a long agenda can be settled, the rest being put off to another day. This kind of delay is difficult to deal with unless it is realised that *occasionally the will of the majority must be allowed to* prevail and unanimity need not invariably be sought. A further inducement to quicker decision would be to settle

that the cabinet would meet at a stated hour, day after day, until the entire agenda was finished. Government by cabinet is never successful until there is a readiness to accommodate, and every member does not insist on having every single aspect of his own views accepted.

One unfortunate consequence of delay in decision at this level is that sometimes Government servants do not know their posting even a few days in advance. Also that a decision once made after due consideration is often not regarded as final. Even apart from delay, settling or altering a posting on any ground except the public interest is always to be deplored. The normal rule for any wise cabinet should be not to be too concerned about postings. Government servants have to serve anywhere in the State; all areas deserve equal treatment, and it should not matter whether an official at a particular time works in charge X or charge Y. To the official it may be important but from the public point of view, all that is necessary is that the appointment should be made after proper consideration of all the facts. The allowing of lobbying in this connection has a very detrimental effect on public servants and should be firmly discouraged.

In reply to a letter asking my views on the question of the continuance of Commissioners, I pointed out that one of the functions of the Divisional Commissioner was to be an expeditor. "The Commissioner should be held directly responsible for seeing that not only in his own office but in those of the Deputy Commissioners, Assistant Commissioners and Tahsildars of his division, delay is eliminated. In the conditions of Mysore, that should be his primary task for at least the next year. He should spend day after day in revenue offices all over his area, having held in his presence what in some parts of the country used to be called in the old days a *kacheri*, *i.e.*, a bringing up of all pending papers and their disposal on the spot. This would give him an opportunity to instruct in the proper method of disposal his subordinates, many of whom probably have received no training for a considerable period and have fallen into slovenly ways. It would also enable him to judge the capacity and inclination of the men working under him even down to the clerks in the taluka offices. If he spends the hours from 8 A.M. to 1 P.M. every day on this chore, it will not be

long before a very striking change for the better is visible throughout the revenue administration". The same responsibility ought to be put on supervising officers in all departments, Superintending Engineers, Deputy Inspectors General, Conservators of Forests, etc. The adoption of similar procedure and methods by all of them would lead to greatly accelerated despatch of public business. The head of every office too should be clearly held responsible for paying continuous attention to this aspect.

The evils that come from delay are not confined merely to public inconvenience and vexation. Of corruption, one of the most potent causes is delay. Since the people cannot be certain that matters of individual concern to them will be dealt with promptly, they are tempted to obtain at least some degree of promptitude by irregular measures such as the making of presents in cash and kind. These may *be to the official deciding* the matter, to those making recommendations in respect of it, even to those who merely find the previous papers and put up the case or just convey the decision. The feeing process, very often, covers the last two grades, even if the first, or the first and the second, by their character and behaviour show themselves repugnant to it. The only way in which it can be *abolished or at least* discouraged seriously is by the head or deciding authority taking special pains to see that every matter comes up in proper time, that the orders are also conveyed in proper time, and that payments, for instance, of recurrent grants, etc., are made on the due date without the necessity for special requests and intervention.

As a consequence of an established system, corruption sometimes takes the form of a regular toll. The work will just be held back until the due toll according to scale is paid. That this becomes so ordinary a habit in certain sectors that it often comes to be regarded as something legitimate, almost innocuous, is illustrated by the following *incident*. Two retired high officials of the Mysore State were describing to me once at tea the increase in corruption of recent years. They discriminated between *what might be termed* regular payment for services rendered which had become established by custom and the extraordinary demands that were being made. It seemed that while objecting *in principle even*

to the former, they did not feel bitter about it. One of them said a relative of his wanting certain work done, he had taken it upon himself to go to the office concerned for that purpose. Since he was present, the request for the usual perquisite or solatium was not made. Later on, the thought occurred to him that it was not correct that the clerks should be deprived of their expectations because of his unexpected presence. Accordingly, he caused the proper sum to be sent to them. If this is the general frame of mind in regard to what is termed 'mamuli', efforts to eliminate it are not likely to be particularly successful. But that in the public interest, they must be made, remains incontrovertible. The best method of dealing with this as also with the other type of corruption, is to see that the delay that is often the cause of tendering in both, is not allowed to occur.

The practice of keeping motor cars, that has crept into the living standards of officials on moderate salaries, is a direct inducement to corrupt behaviour. Government should prohibit any official whose basic salary is below Rs. 500 from owning a motor car. There is no sense in giving the official an allowance of Rs. 50 or Rs. 75 if he keeps a car, when the actual cost is obviously much higher. It is clearly preferable for him to use the bus services, a motor bicycle, a bicycle or scooter. Often the official is led to acquire a motor car from a false sense of prestige and competition. Some colleagues in similar posts own it, he feels ashamed in their presence, and consequently even though he knows he cannot afford it, he allows himself to follow suit. Positive orders forbidding this practice would be a boon to all middle grade Government servants. An incidental advantage would be the inability to dance attendance over long distance on high dignitaries, who now, because they see he has a car, insist on his rushing round with them.

A species of corruption, generally not recognised as corruption, is extravagance. Corruption involves inflicting an undue charge upon, or doing some harm to, an individual or some groups of individuals. Extravagance means inflicting an undue charge on the general public through spending public funds on purposes that are not essential or spending more than necessary on essential purposes. Since public funds come from the

people as a whole and the bulk of the people are poor in the extreme, it means mulcting the poor, thus doing them grave injury. A government that is extravagant *in* a country as indigent as ours deserves indeed the severest condemnation.

Of extravagance the one simple criterion is the first canon of financial propriety. No person entrusted with, or having authority over, public funds should spend them in any way in which a careful and prudent man would not in the circumstances spend his own money. In other words, those who use public funds must, in spending them, behave as if they were using their own private money. The same amount of care, the same degree of consideration is called for from them, both in regard to purpose and extent of expenditure, as is incumbent upon the ordinary prudent person, the same desire for return and benefit as would animate the reasonable man employing his own money.

The Mysore scene looked at from this point of view presents a discouraging picture. There is the glaring example of the Vidhana Soudh. Nearly two crores have been spent where not more than half a crore should have sufficed. It is to be hoped that after this at least there will be no further expenditure on large buildings for offices or residential purposes. There is a feeling today in many parts of the country, including Delhi, that the putting up of buildings and the spending of large sums on them makes for prestige and betokens a high stage of development. Nothing could be more mistaken. Such spending only symbolises ostentation and disregard of true public welfare. The quality of work done rarely depends upon the magnificence of the building in which the worker is ensconced, and there can be little doubt that many a department or office housed in hutments did work of a very high order, often infinitely superior to that turned out by it in later years from some highly expensive, ornately decorated new edifice. So, too, the quality of a Minister's work is not likely to improve because he is installed in a fine new house with a large garden. In fact to spend money on building houses so that each Minister can have a special residence, can only be regarded in the circumstances of this country as clear extravagance.

Within the range of extravagance come too the total hospitality arrangements of the Government of Mysore. The visitor to Bangalore staying in the Residency, watches with astonishment the number of entertainments given by Ministers at public cost. Almost anything seems to be regarded as an occasion for entertainment at a tea party or a dinner party. The visit of a delegation from some foreign land, of a Minister or a Deputy Minister from the Centre, of any kind of dignitary, the meeting of some association—all these and many other excuses lead to groaning tables, a collection of the same or very similar faces, and a debit of several hundreds of rupees to the public funds. Why the Mysore peasant and working man, from whom most of the taxes are collected, should have his money spent in this way, passes understanding. Saddening indeed is it to find some members of the legislature complaining not against this waste, but against their not being invited to assist in it on a particular occasion.

Equally extravagant and unjustified is the maintenance of guest houses and the putting up therein of large numbers of well-paid and high-allowanced dignitaries free of cost, and all other officials and influential visitors at much less than the usual hotel charges. That the Governor of another State accompanied by 21 people should be put up free of cost is no doubt gratifying to the Governor. The entertaining of such guests also probably affords the Ministry considerable satisfaction. But who pays, or to use a phrase well known in the Bombay State, 'whose father's divali is it?' Certainly not that of the father of the ordinary citizen. Why then should he bear the cost? In a city like Bangalore, there are quite a number of hotels and there is no reason why high dignitaries should not, like ordinary people, stay in them. Even the Commonwealth Prime Ministers when they visit London live in hotels, and the State of California made no special arrangements to put up President Eisenhower or Mr. Nixon, when they visited San Francisco last year. They too stayed in a hotel. It is about time this 'free for all', all meaning those in high places elsewhere, is brought to an end.

The Governor of Mysore gets a hospitality allowance, he also has a palace in Bangalore. If he chooses to entertain

distinguished visitors such as the Prime Minister, etc., that is his business. Whether he does or does not, the Mysore State revenue certainly should not have to bear expenditure of this nature. The Residency and other guest houses ought to be closed down, the buildings being utilised for public purposes or if not needed for them, leased or sold. (Sale would be best for the buildings at Ootacamund). It is sometimes contended that accommodation has to be provided for members of the Mysore Legislature during the sessions of the legislature and that therefore some of the guest houses at least must be kept up. There is nothing in this argument. Members of the legislature can stay in hotels or boarding houses like other people. They receive a daily allowance and should not be encouraged to regard this as a source of profit but rather should be made to understand that they ought to spend it on their own maintenance. If, however, it is felt that some special advantage attaches to having members of the legislature living together, one or two guest houses should be transferred to the Legislative authorities, who should thereafter be responsible for their management and for the allotment of accommodation in them. There can be few more wasteful ways of using the Chief Secretary and his staff's time and energy than compelling him and them to be responsible for these hospitality arrangements and making him occupy his mind with the many trifling points that arise in connection with them.

Along with the residential goes also the transport side. There is no lack of taxis in Bangalore and elsewhere. Visitors should be prepared to use them just like ordinary citizens. The cars now kept by Government for hospitality purposes (22 in number) should be sold and the State should save the cost of their maintenance. There is of course nothing to prevent the Ministers, the Speaker, and the Chairman of the Legislative Council from putting up and entertaining at their own cost those members of the Central Government and any other dignitaries they may care to in the interests of party amity and political good feeling. Entertainment of that nature would carry moreover a special stamp of cordiality, which the present formal hospitality at the cost of the people can scarcely provide.

A very unsatisfactory circumstance regarding the hospitality organisation is that arrears are outstanding

against various members of the legislature. The list contains the names of 54 members and the amount due comes to Rs. 10,065.20. The highest sums owed are by two Deputy Ministers, Rs. 4,652 and Rs. 2,348. The next highest Rs. 640.30 stands against an ex-Minister. Several of the Ministers, the Speaker of Legislative Assembly and the Chairman of the Legislative Council appear in the list. *It is interesting to note that* many hundreds of years ago, in the reign of Rajaraja I, among the rules laid down for the proper management of village panchayats was one disqualifying any person, however suitable otherwise, from standing for election or being selected as a member of the Village Panchayat or any of its committees, if he, having been on any of the committees of the previous year had not submitted his accounts and obtained clearance. The Study Team on Community Projects Report of 1958 also lays down that no one owing panchayat dues should be permitted to stand for election again.

A complaint I thought could not survive in present times has come up again and again regarding Mysore. It is about the burden that the touring of government authorities, Ministers and high officials places upon subordinate officials. Ministers, it is said, are sometimes accompanied by a number of people. All these have to be fed and looked after. The cost comes to quite an appreciable amount. If the official concerned is not to ruin himself, he must look around for others to contribute. They will not do so for nothing. Consequently he has to grant them favours, then or in future. All in all a vicious circle of corruption and favouritism is set up. There is no reason why Ministers and touring officers should not invariably bear the full cost of their stay. The best thing for them would be to carry their own provisions so that they need make no request except for the barest necessities, such as hot water and perhaps milk. For these, payment should be made on the spot. The subordinate official should in fact be treated as an official alone, concerned solely with official work, and in no case responsible for the bodily comfort or private arrangements of the person touring. One aid to the attainment of this object would be provision at proper centres of well kept travellers' bungalows with a cook attached who could provide food on payment. The basic purpose of touring is the remedying of grievances through meeting the people

and hearing their views and through careful inspection of the work of local officials. If, however, this exercise for the remedying of grievances is to cause fresh grievances to arise, it can scarcely be considered worthwhile.

There can be few areas anywhere in the world where there is a greater appreciation of impartiality in administration than in Mysore. Perhaps because of its history, perhaps because of the strength of feeling among various communities, a strong volume of opinion in Mysore has no objection, nay, would indeed welcome, people from outside, without local ties or attachments of any kind, in the higher ranks of its public servants. The Mysorean respects highly and has great admiration for the indigenous official who rises above local ties and whose criteria in judging work are justice and merit. But he feels that not many of this kind are likely to be found, and in any case he would wish to diversify the higher ranks with at least a few outsiders. Some years ago in a report on Administration for the Planning Commission, I had suggested an assessment of the total senior official staff in the country and its apportionment to all areas on an equitable basis. The Mysore need would probably have been met by the transfer to it of about six comparatively senior and capable general administrators, together with some similar adjustments in other spheres of administration. Unfortunately that suggestion remained just a suggestion. But there is no reason why the Mysore Government should not ask now that its administrative strength should be enhanced by the transfer of some suitable officials to it. Members of the All-India Services are meant to serve anywhere in India, and there is no reason why there should be, for instance, 28 members of the Indian Civil Service working in Bombay as against only one in Mysore.

Many people in the recently amalgamated areas consider undesirable the overwhelming staffing of the Secretariat by old Mysore people. One of the statements most often made is "send these people out and get in fresh ones". Watching the working too of the Secretariat, the observer gets the idea that considerable change would not be without value. The reputation of the Secretariat generally at the present time is by no means high. Although perhaps he was referring only to some members

of the lower grades a citizen compared its general atmosphere to that of the wayside fortune teller's stand. The Bombay Karnatak and the Madras Karnatak might also perhaps benefit from administrative contact for some years with recent habitues of the present Secretariat. One of the obstacles that may arise in the way of rearrangements is what is sometimes called the difficulty of getting officials under orders of transfer from Bangalore to leave Bangalore. The salubrious climate and many advantages of life in this city seem so attractive to local officials that a transfer appears almost like exile, and every possible effort is made to avoid having to comply with it, especially when it is to strange, inhospitable regions, outside even the old State limits. The only remedy for this is insistence on compliance and refusal to change orders once passed, whatever the pressure brought, even if it be from quite influential legislators.

For all those engaged in public business, the observance of proper office hours is imperative. Otherwise, not only is work affected but the public is greatly inconvenienced. Even Ministers ought, whatever the political pressure on them, to try and keep to proper office hours, attending their official place of business regularly and promptly. For a Minister to be away from his office, with not even a clerk left behind there to receive messages and letters or give information, as happens sometimes in Mysore, is quite unconscionable.

It is occasionally argued that because Secretaries and other high officials do not necessarily leave office, or complete their work, on the expiry of the office hours, therefore they are entitled not to adhere to office hours and may quite reasonably be away during some or a considerable portion of office time. This is fallacious. While it is true that the work of senior officers can scarcely ever be finished within the hours prescribed for office and that, if conscientious, they have to put in a great deal more time, both in work and in thought about and study of the problems that arise or are likely to arise, in work, that does not absolve them from proper attendance in office. In fact, they should make it a point to be punctual, because their example has a great deal of effect on the behaviour of those working under them.

The habit has grown in Mysore of clerks in all offices, especially the Secretariat, leaving their work one or more times during the day for not inconsiderable periods of about ½ to ¾ of an hour, in order to drink coffee. However invigorating this beverage, the occasion for it is not during office time. The half-hour break allowed between 2 and 3 P.M. should be the only period in which a government servant is away from his desk for more than a few moments.

It has been noticed that transfers are made far too frequently. In most appointments even an experienced officer needs at least six months to get to know all the details. Thereafter his real usefulness begins. If proper advantage then is to be derived from an officer appointed to a particular post, he should, save in very exceptional circumstances, not be moved from that post for three years. Apart from destroying initiative, the common practice of frequent transfers leads to a superficial approach to work. The attitude engendered is: "I am only here for a short while. Why bother?" Or "I suppose there'll be a transfer soon. Why take up difficult problems? Peace in my time!" There is also the question of the travelling allowance on transfer that has to be paid. It should be possible to plan out at the beginning of each year a proper programme of transfers taking into account all relevant factors, including the amount of time an officer has already been in a post.

A point that arises from the Orders regarding reservation of vacancies in government service is whether it is conducive to efficiency and morale that selection from non-gazetted to gazetted posts should also follow reservation and not be only on merit. Reservation at the stage of recruitment is understandable. Reservation after years of service when there has been ample opportunity to compare and judge the work done by different individuals bears the colour of invidiousness to an extent that cannot make either for harmonious or satisfactory discharge of duty. Of four men working together, if one is selected because he belongs to a particular community, although he knows and they know that he is the worst of the lot, the atmosphere of the office can certainly not be happy.

Good work too must not be expected in such circumstances. The purpose of the reservation, having the requisite number of backward class officers in the gazetted ranks, can perhaps be fulfilled better by increasing the number of direct recruits to the gazetted posts and following the reservation orders at the time of direct recruitment. Selection from government servants already working should always be on the basis of merit alone. Incidentally, the Mysore reservation rules seem to be more stringent against appointment by merit than the Madras rules. In Madras 41 per cent of the vacancies only are reserved, 16 per cent for the scheduled tribes and castes and 25 per cent for the backward classes.

Some learned and eminent gentlemen of the Lingayat community hold that in view of the educational and economic attainments of the community, it is no longer necessary to consider it backward. If this is correct, the reservation order may be amended, the number of vacancies reserved for the backward classes being reduced and that for merit enhanced.

When reservation prevails, it is essential that from the reserved community whose turn it is, the best man should be chosen. If this does not happen, the public service is at a double disadvantage. Not only is the best qualified man generally not selected but even the best qualified man in the particular group does not come into the service.

One of the most important reasons for the institution of hierarchy in the business of government is that it enables powers to be delegated. Modern administration is impossible if a Minister or body of Ministers attempt to do all the work themselves. They have got to do government work by seeing that the duly authorised people below them do their own work properly. Apart from formulation of policy, *i.e.*, deciding on the nature of the work to be done, their real task is that of delegation and supervision. Once powers have been delegated, the higher authority should interfere only on appeal. Otherwise subordinate officials *hesitate to exercise the powers* they possess, and the result will be delay. So, too, to delegate powers and then continually to ask for reports about the use of such powers is to defeat the whole object

of delegation. An extreme example that comes to mind is the desire to see every posting of an Aval Karkun, though the power to make such postings has been delegated to the Deputy Commissioners. The classical saying on this subject is "Do not keep a dog and bark yourself". Let every man know what his job is and let him do it. Keep an eye on how he is doing it but do not interfere with him in its doing. If you are dissatisfied with the general way in which he is working or with his conduct, there are ample remedies available. He can be transferred, censured, punished rigorously, depending on the circumstances. If any individual feels aggrieved at the way in which an official is dealing with any particular matter, again there are proper remedies. Appeal can be filed against orders passed or revision asked for and, so long as delay by the appellate authority is kept down, substantial justice can be obtained. There are few greater misdemeanours than for those in superior authority to attempt to divert the judgement or stifle the initiative of a man who is exercising proper powers duly entrusted to him.

The Mauryas had a saying, "Look well to Finance. The Treasury is the key to all". Let us consider next, then, the financial condition of the State.

III. FINANCE.

(All figures in crores except when otherwise stated.)

The estimate of income of the Mysore Government for the year 1958-59 as presented to the legislature was 50.97. This included 14.10 as grant-in-aid from the Centre including allocations of Central taxes, 4.60 as grant from the Centre for Plan schemes, and one crore as recovery of arrears of land revenue, excise, and sales tax. Since the budget, the Centre has intimated that the grant for Plan schemes will be only 2.98. Also, while the State Government has received no information about reduction in the 14.10 grant-in-aid, the Central Finance Minister announced in the Lok Sabha a reduction in the excise duty on cloth, part of which comes to the State, and there may perhaps be a slight decrease in the figure. Again the full amount estimated for collection of arrears may not be realised. The two latter factors are still uncertain. But about the first there is no doubt. Taking only that into account, from 50.97 must be deducted 1.62, leaving a net estimated income of 49.35.

In addition to this income from revenue, a certain amount is also to be obtained from borrowing. This was estimated in the budget at 13.82 from the Centre for the Plan and 2.83 for industrial expansion, urban water supply, etc., 5.00 from the public, 4.40 from the proceeds of savings bank deposits, provident funds and government servants' insurance and 1.92 from recoveries of loans given by the State Government to institutions and citizens. After the budget, it has been learnt that loans for the Plan from the Centre will only be 10.26 so that 3.56 less will be received than originally anticipated. Also it is doubtful whether loans from the public will amount to 5.00, since against last year's estimate of 5.00 the Reserve Bank permitted only 3.00 to be borrowed. It would be advisable to reduce the total of borrowing by 2. The net amount that can be spent is thus 71.76.

As against this income, expenditure has been estimated at 40.64 for normal expenditure on various accounts, 10.19 expenditure of an annual nature for

purposes connected with the Plan, 7.31 for loans to institutions and citizens such as Electricity Board, Housing Board, Co-operative Societies, Government servants, etc., 17.78 for capital works of a permanent nature such as irrigation, power, industrial development, roads, buildings, etc., 3.5 for repayment of loans and 3.81 for disbursements under savings bank, provident fund, etc. The total estimated spending comes to 83.23 as against 71.76 total receipts, which means that the Government of Mysore proposes to spend about 11 crores more than it is receiving. Where is it going to get this extra money from? It appears that of past savings and other accumulation of funds for which Government acts as a trustee, about 12 crores still remain. So if the amounts taken into account above are spent, its real balance will be zero on 31st March 1959. For interest and sinking fund for the amounts borrowed up to the end of 1957-58 it has had to provide 5.10 crores this year. From the point of view of proper finance this is not a satisfactory picture. A State in this position would have to think very carefully about whether it should incur all the expenditure that it had thought of incurring, and whether it ought not to try all means possible of increasing its income. It would also be well advised to take stock of its position and consider its future commitments. Should it, having come to the end of this reserve, launch out into schemes, the return from which, if certain, would be very low, but is generally uncertain?

However, since the Mysore Government probably feels committed to the Plan, estimates for the next two years, up to the end of the Plan, are attempted on that basis. The ordinary income from revenue for 1959-60 is not likely to be more than that of 1958-59, as credit has been taken this year for recoveries from arrears of 1. From the Centre, grants-in-aid will come to 14.12 as already promised, and to 4 for Plan schemes on the basis of the expenditure (30 in 1959-60) that remains to be incurred under the Five-Year Plan. Thus the income will be 50.47, to which borrowings may be added, 5 from the public and 16 from the Centre, 4.50 from receipt of savings bank, provident funds and government servants life insurance, and 2 from recoveries of loans made to local institutions and citizens. The sum of the borrowings will thus come to 27.50 and the total income to 77.97.

Increase in normal charges will bring spending for ordinary purposes up to 42.13 and for Plan purposes up to 11.14 making a total of 53.27. To this will have to be added 0.10 for repayment of public loans, 4 for repayment of Central loans for capital expenditure, 17.86 for capital expenditure, *6 for loans to institutions and individuals*, and 3.84 for disbursement to savings bank, provident fund, life insurance beneficiaries, making in all 31.80. Thus the total spending will come to 85.07 as against receipts of 77.97, leaving an amount of 7.10 to be made up, for which no funds are available.

Proceeding on the same basis for 1960-61, an increase of about 70 lakhs in normal revenue may be allowed thus raising the figure for it to 33.05. Adding to it as grant-in-aid from the Centre 13.97, a lower figure than the previous year because the amount for the revenue gap will no longer be available, and as Central grant for Plan schemes 4.6, calculated on the same proportion to the expenditure as in the past, the income will be 51.62. Estimating borrowing at 5 from the public, 18 from the Centre, 4.65 from savings bank, etc., and adding to it 2 from recovery of loans already made, the amount comes to 29.65. This added to the income makes a total of 81.27.

On the expenditure side, allowing 1.32 for normal increase, the ordinary expenditure comes to 43.45, and the Plan expenditure, on the basis what could be spent on the total estimated, to 13.12, making a total of 56.57. Liabilities for repayment of loans is once again taken at 0.10 for the public, 5 for Government of India loans, 6.88 for other loans and advances and 3.91 for savings bank, insurance and provident funds payment. To this must be added 20 for capital works of a permanent nature making up 35.89. The total expenditure thus comes to 92.46 against total receipts of 81.27 leaving another gap of 11.19, to be filled from, so far as one can see, nowhere. In other words if expenditure is incurred on this basis in 1959-60 and 1960-61—and the basis is not unreasonable if present assumptions are to remain unaltered—the two years 1959-60 and 1960-61 will in the most favourable circumstances disclose a gap of 18.29 in resources.

The public debt of the Government of Mysore at the end of 1958-59 will be 117.81, made up of 28.45

loans from the public, 71.04 loans from the Centre, and 18.32 borrowing from life insurance, savings bank, provident fund, etc. The corresponding total figures for 1959-60 and 1960-61 will be 135 and 154 respectively. The charges for interest, repayment, and sinking funds to the extent that is compulsory for these loans, rise from 10.30 in 1959-60 to 12.10 in 1960-61 and 13.85 in 1961-62. The return from the projects and schemes into which a good deal of the borrowing of the past has been put is not such as to cover these charges. Nor is there any hope, from the nature of the undertakings on which the money is being spent now, that there will be better results.

The debt position thus reinforces the need for economy, avoidance of unnecessary expenditure and obtaining full value for all money spent. If, of course, the State, encouraged by the Government of India, goes on borrowing at the rate of these years for another five years, and using the money as it has been doing, the repayment of loans will become improbable, and the Government of India may have to consider wiping them out, bearing the loss itself. Even as it is, the burden imposed on the State by the borrowings is extremely high, and whatever relief can be given in the shape of extension of the period of repayment and fixing of a lower rate of interest would be welcome. A suggestion that needs examination by the Government of India is that of extending to 50 years the period of repayment of all loans made to the end of the Second Plan and reducing the rate of interest on them to 3 per cent wherever it is more than this rate. Even this, perhaps, will be more helpful to ways and means than to the real financial position.

There seems to be a rush to jump in for any scheme which the Central Government suggests, offering a grant and loan or either to meet part of the expenditure, without considering it from the point of view of the State and without pausing to compare it with other schemes that may be more useful but for which the Centre is making no offer. It has to be realised that assistance from the Centre does not absolve the State from meeting its share, by no means negligible usually, of the cost; also that taking a loan from the Centre does not end with the taking of the loan, since provision has to be made for repayment and interest. In this year's budget, for

instance, community projects are estimated to cost Rs. 155 lakhs. The Centre is prepared to bear Rs. 78 lakhs as grant and give a loan of Rs. 34 lakhs. This still leaves a burden of Rs. 43 lakhs on the State, and in addition, interest and repayment provision for Rs. 34 lakhs has to be made.

While embarking on schemes because of Central encouragement and assistance, it would also be worthwhile to remember that when the period of Central assistance is over, the recurring cost will have to be met by the State alone. To spend money merely because somebody else promises to spend an equal or greater amount for sometime, irrespective of one's own real needs and the consideration of proper priority is to act imprudently. The Centre moreover is apt often to think in terms of uniformity. What is good for Delhi must be good for Mysore; what works in Uttar Pradesh must work in Madras. The State, if it does not exercise its own judgment and discretion, may well end by finding that as a result of acceptance of Central assistance in many matters, it has imposed on itself a tremendous burden with little corresponding benefit.

For Government to embark on a Plan of this magnitude and at the same time to continue to spend large sums not merely on maintenance and normal inescapable increase but on new items outside the Plan is to strain the resources of the State to the utmost. During the current year on non-Plan capital works it is proposed to spend 6.42 and in addition there are to be loans for about 2 for non-Plan works.

In the light of the financial condition of the State a good deal of this expenditure must be postponed or omitted. Such of it as is considered essential for development purposes should be brought into the Plan, replacing some of the items at present in the Plan that may not seem so necessary. If that cannot be done, the alternative is to postpone it. Some part of it obviously can be omitted. Here are a few items: Legislators' and Ministers' quarters 11 lakhs; construction of courts at Kanara and Dharwar Rs. 1.12 lakhs; Superintending Engineer's Office at Kanara Rs. 1 lakh; Grainage Offices at Santhemaranhalli, etc., Rs. 1 lakh and lumpsum for

unsanctioned works Rs. 10.54 lakhs. Nothing serious can happen if works of this nature are given up. It is always to be remembered when agreeing to large building programmes and estimates that money when scarce can rarely be spent less fruitfully than in putting up structures of brick and mortar.

Of the other works that if considered essential should come within the Plan in replacement of items at present included in it, examples are: Irrigation and water supply works commercial (costing Rs. 5 lakhs and above) Rs. 94.73 lakhs; irrigation works costing less than Rs. 5 lakhs Rs. 42.13 lakhs; water supply to municipalities, etc., Rs. 48.57 lakhs; industrial development, iron works and capital outlay in other industrial concerns Rs. 46.43 lakhs; other investments (subject to receipt of assistance from Government of India) Rs. 72.20 lakhs; educational buildings Rs. 18.67 lakhs; medical and public health buildings Rs. 15.96 lakhs; road transport (purchase of buses) and construction of buildings Rs. 50.00 lakhs; and roads and bridges Rs. 13.14 lakhs.

All the loan items need re-scrutiny and such as are not inescapable should be left out. For instance, land improvement and tacavi loans Rs. 36.99 lakhs; education loans Rs. 2.85 lakhs; dairy farms Rs. 0.40 lakh; co-operative societies Rs. 32.00 lakhs; non-government colleges Rs. 4 lakhs and loans to district boards Rs. 10 lakhs.

For most of the purposes for which tagavi is given, co-operative societies ought to be able to get funds from the Central Banks and lend. So too co-operative societies ought not to need loans from Government since they can also borrow from other sources. Recoveries from previous loans of the kind given in the list and loans to municipalities are often not satisfactory, which would seem to be another ground for being very careful before giving them out.

Some other economies of a general nature too must be considered here. The convention of special pay is an ancient one and the justification for it too seems to be lost in the mists of antiquity, for no ordinary investigation discloses any reason why an official pledged to serve, should

when serving in a particular post draw more emoluments than considered proper for his usual appointment. Whatever duties are entrusted to an official he is supposed to perform with necessary zeal. Special pay can be no inducement to such zeal. All special pays ought to be discontinued. The largest number of special pays is drawn by officers stationed in Bangalore, and posting there is in itself a sufficient attraction to serve as an incentive. To soften the blow to officials not liable to transfer, their special pay need not be withdrawn forthwith, but may be absorbed in the next three increments. An obstacle to this suggestion may appear to be the I.A.S. rule that a special pay must be fixed for an I.A.S. officer serving in certain capacities. The Government of India should be asked to agree to its deletion, but if that is not done or if it is felt that it would be fruitless to approach the Government of India, I.A.S. officers and others serving in those posts might be allowed the minimum special pay stated, Rs. 100 a month.

For deputation allowance, too, there would seem to be no justification. Quite often this arises when the services of Government servants are placed at the disposal of some governmental industrial concern or municipality or other local body. ".... Even where Government servants are lent to a semi-Government department, for instance, a Commercial Corporation, Municipalities, or Local Self-Government institutions, no deputation allowance should be given. While it is true that the burden of such an allowance does not fall on government, it is not right either that government servants should feel that, by working outside their proper sphere, they can earn more, or that the burden should be transferred to the public authorities borrowing government servants, which in many cases are in a worse financial position than Government itself."

So, too, there would seem to be little justification for what is called project or construction allowance. Government service involves taking the rough with the smooth, and not desiring special compensation for them. This allowance is at present permitted until a project reaches the maintenance stage which may often be 8 to 9 years. If despite what is said, the view is that it ought not to be abolished forthwith, at least the Allowance

Rationalisation Committee's suggestion that it should be restricted to two years should be accepted.

The non-practice allowance serves no purpose and should be abolished, since medical officers who can practise do in fact practise whether they get an allowance for not practising or not. In its place there should be a prohibition to officers not expected to practise, not to do so, and the prohibition should be enforced if necessary by disciplinary measures.

The scale of Travelling Allowance should be based on salary, irrespective of whether the person drawing it is or is not of gazetted rank. It is understood that at present gazetted officers travel in a higher class than non-gazetted officers though both may draw the same salary, while members of Ministers' establishment, whatever the pay they draw, travel first class. These anomalies should be rectified.

Rs. 1.70 lakhs mentioned by the Mysore Financial Enquiry Committee of 1956 as the expenditure on the Legislative Council has risen to Rs. 2.40 lakhs within two years. The view expressed by that Committee about the desirability of the abolition of this body cannot but be shared by every disinterested person. If the Legislative Council was composed of people in type or calibre different from the members of the Legislative Assembly, if it helped to bring out special points of view not present in the other chamber, there might be some reason for continuing this body. As it is there is none. The fact that many other States have a Legislative Council need not deter Mysore from abolishing it. The proper considerations in this matter should be not uniformity but usefulness and due regard for the public purse. A lead has to be given, and there is no reason why Mysore should not give it.

At present, besides District Local Boards, there are District Development Boards, Taluka Development Boards and in community development areas, Block Advisory Committees. The District and Taluka Development Boards are advisory bodies. It is now proposed to have Taluka Local Boards in place of District Local Boards. Since there is no point in multiplicity of advice, the Development Boards, Taluka and District should be

abolished, whether or not the Taluka Boards replace the District Local Boards. This will mean a saving of Rs. 2 lakhs. If the Taluka Local Boards do replace the District Local Boards, the Block Advisory Committee should also disappear effecting further savings.

It is time a stop was put to the practice introduced in the former Mysore State about three years ago, of giving 75 per cent of the capital cost of a building for hostel purposes to any association or person willing to put up the remaining 25 per cent. 21 lakhs have been committed by government in this fashion in the last 3 years. There is no sound reason for the practice and refusal to follow it will mean a saving of Rs. 5.79 lakhs this year.

There is a considerable volume of opinion in Mysore that holds that in most offices of Heads of Departments and of the districts many more people are employed than needed. This can only be settled by detailed examination of office after office. A small unit of 3 to 4 persons, specially selected, working under the personal guidance of the Chief Secretary, could make a start by examining the offices of all Heads of Departments stationed in Bangalore. Thereafter, in the light of the experience gained, the work could be extended to the offices in each district in turn.

A standard scale of peons was laid down in the Government of Mysore, Finance Department Order No. Fl. (B) 14034-14133—Bud. 119-56-3, dated the 25th January 1957. On the basis of this reasonable scale, there should have been a reduction in the number of peons. But as it was felt that hardship would be caused by turning out people already in service, the scale was not applied immediately. It might have been thought that in these circumstances the vacancies that occurred would not have been filled by new men, and new vacancies certainly not created. But, in fact, not only have outsiders been appointed to a number of the vacancies that have arisen but new posts have been created in certain offices and departments. The proper calculation would be one peon for every ten clerks, no new men being appointed or new posts being added until the total number surplus on this basis have been absorbed. No change is necessary in the scale of peons laid down in the Government Order for Ministers and officers.

It is understood that by old Mysore custom, three peons serve at the residences of each of the three ex-Dewans living in Bangalore. The cost of this comes to Rs. 8,100 a year. Whatever the practice in the past, there is no ground for continuing it now, and the peons should be immediately withdrawn.

On 9th December 1957, departments of the Government of Mysore other than the Police had 385 jeeps and cars attached to them for the use of officers on tour. In order to minimise the likelihood of private use of these vehicles it would be advisable to ask officers at whose disposal the vehicles are placed to meet the running expenses of the vehicles. They would thus have to pay for the petrol and oil and the safary of the driver, their mileage allowance being reduced to 3/4.

To show savings by inflating estimates of expenditure is neither good budgeting nor conducive to efficient performance of the work estimated. Only those amounts should be asked for in the budget, which there is reasonable probability will be spent. When over two years it is noticed that a department pitches its estimate of expenditure much above the actual spending, the Finance Department should in the third year reduce its estimate automatically by 33 1/3 per cent.

IV. TAXES

Collection of land revenue in the Bangalore and Mysore divisions, round about 75 per cent of the demand, is by no means satisfactory. Collection in Belgaum division, the area which came into Mysore from Bombay, is nearly 92 per cent. The arrears in Gulbarga have been very heavy. But from the current demand a good deal has been collected, and of the arrears there has been some recovery. At the same time about a crore remains outstanding. Various reasons are offered for this lag in collection, one being that the figure of arrears is in reality not correct since some of the amounts have been paid but owing to the disorder following the change over in Hyderabad after the Police action, receipts were not properly entered in the accounts. Special steps are necessary to investigate and settle this question once and for all. It does no good either to the people or to the administration to have heavy arrears pending in the books. No adequate reason is forthcoming for the unsatisfactory collections in Mysore and Bangalore divisions. Perhaps they are reflections of the general slackness that seems to have overcome the old Mysore administration at the end of 10 years of elective government. The Revenue Department in the Secretariat should realise and make clear to officials in the districts that in order to be able to make even the least claim to efficiency, land revenue in areas like the Bangalore and Mysore divisions must be fully collected, unless very special circumstances prevail such as complete failure of the rains.

One of the principal causes of arrears in land revenue and other taxes is interference, through formal stay orders or merely through word of mouth instructions, by those in authority, Ministers or Secretaries, with those whose duty it is to make the collections. Interference can also be at the assessment stage. In both cases it is extremely demoralising. The responsibility for assessment and collection is the executive's and should invariably be left to it. If there is failure, the executive should be taken to task for it. No cases need come to the Secretariat at all, since in every case there is one appeal from the assessing or collection authority to the authority next above and

one revision. Thereafter recourse can be had to the appropriate tribunal.

The period of guarantee of the current Settlement has expired long since in every taluka of the Mysore State. Current settlement rates were fixed when prices were far lower and the completion of normal settlement operations now would undoubtedly lead to recommendations for upward revision of all rates. Land prices too have risen considerably, no dry land in the State, it is authoritatively stated, being worth less than Rs. 500 an acre. Attempts have been made in the last few years to try and get some part of the additional increment for Government without going through the elaborate settlement procedure that would take years and cost a considerable sum. In 1954, even a bill seems to have been drafted. (The file on the subject is not available. The Revenue Secretary says it is missing, having been probably taken away by the Minister of the time!) Ultimately, however, it was decided to resort to settlement proceedings, the hope being that by the end of four years all the settlement reports would be ready and the cost would not exceed about Rs. 63 lakhs. The estimate seems to be optimistic both as regards time and expenditure. Further, if past experience here or in other parts of India is any indication, universal enhancement will on political and other grounds be exceedingly difficult, even when the reports are ready.

Accordingly if the public is to benefit at all from this source of revenue, a new approach must be sought. Of the total holdings in the State 2,56,427 are one acre and less, 3,65,066 are between one acre and 2½ acres, 4,90,729 go beyond 2½ to 5 acres and 3,13,993 are over 5 and up to 7½ acres. These four together make up (10.6, 15.1, 20.3 and 13) 54 per cent of the total number of holdings in the State while the land covered by them (.5, 2.5, 6.9 and 7.3) amounts to 17.2 of the total area. Introducing the element of a minimum, no enhancement of assessment may be sought from these small holdings. On the rest, the larger holdings, a general doubling of the present rate may be imposed. Since most prices have moved up at least four times, this in reality is concessionary and can scarcely be regarded as a serious burden. The critic will undoubtedly have plenty of anomalies to point to, since rates in some areas are higher than in

others, but he must realise that the suggestion is not put forward as a scientific and exact scheme for equalising burdens throughout the State, but rather as a rough adjustment to enable the public to obtain at least some share of that enhanced private income which otherwise there seems no likelihood at all of its being able to touch. When the class of land has changed, *i.e.*, where a holding or part of a holding has become garden or wet from dry, naturally the higher current rate would have to be paid even within the concessionary limit. Changes in classification would be available from the cultivation records so that in any case no large expenditure would be necessary to find them out. To remove the possibility of evasion, any holding above 7½ acres should not be permitted to fall below that limit except because of division due to death or a properly registered sale. By adopting the suggested scheme, while the large expenditure on settlement proceedings would be saved, the public would benefit by a substantial increase of over a crore of rupees in land revenue.

The arrears of Excise revenue up to the end of February come to about 25% of the amount to be collected, reason urged being the lack of discrimination of the Hyderabad authorities in allowing bidding by defaulters in the pre-integration period. Special effort is necessary to get in all the amounts possible. Some will in the circumstances presumably have to be written off. For the 12 lakhs arrears in Bangalore and Mysore divisions there seems to be no reason.

A serious blow to Mysore finance would be the extension of Prohibition to the whole of the State. 2.66 crores is the amount shown in the budget under the head of Excise and the expenditure is about 10 lakhs. Last year as against 2.62 crores budgeted the receipts were 2.81 crores. It is true that the larger part of the new Mysore State is under Prohibition. Only 4 full districts and the greater portion of 3 districts—Mysore, Bangalore, and Hassan—are outside the Prohibition area. Reports from the territories under Prohibition in this State are as eloquent about its failure as those in other parts of India, where for ideological reasons it has been made into law. Reasoned examination of the policy for Prohibition and of the results that follow from it is very necessary in these

days. Such an examination was undertaken by the Hyderabad Enquiry Committee and it may be worthwhile to consider what it said:

"The policy of total prohibition is usually advocated on one or more of three distinguishable grounds: *moral, social and economic. We shall deal with each* of these separately; but it is necessary to point out, at the outset, that no measure of reform, whether moral, social or economic, can, in regard to the desirability of launching it, be judged on its purely ideological content. For the object of reform is not to subscribe to an ideal but to bring about certain results related to that ideal. Faith may be the heart of religion, but practicability is the essence of reform. The practicability of any big measure undertaken by the State depends, among other things, on the money that can be made available and the personnel that can be brought into action. When both these are limited, as is obviously the cause with the Hyderabad State, the *results cannot be those hoped for in* the abstract. It is, therefore, in the light of the particular results likely to be achieved, and not on the assumption of the complete success of the measure of reform, that policy must be examined, adopted and implemented. The Constitution of India, *it will be noticed, while providing for* the prohibition of intoxicating drinks, as one of the various aims to be pursued by the State advisedly says that the aim is one which the State shall "endeavour to bring about". The relative pace of the endeavour is necessarily a matter of priorities; the allocation of priorities having relation not merely to the specific items competing for accommodation within the resources of an individual State, but also to the other very important aims, the pursuit of which is laid down by the Constitution as a directive principle of State policy. Unlike, in the case of prohibition, time limit is prescribed by the Constitution in respect of some of these other aims, *e.g.*, a period of ten years for the provision of free and compulsory education for children. *It seems to us*, moreover, that the comprehensiveness of the aims set down by the Constitution and the individual importance of some of them is not always sufficiently realised. To cite only a few, the State is enjoined, as a present duty (and not as a matter of graduated endeavour),

to make provision for securing just and humane conditions of work, and for maternity relief. The State is also to try to ensure a living wage and a decent standard of life for all workers, agricultural, industrial or otherwise. Measures are to be taken for protecting the scheduled castes and the scheduled tribes from social injustices and all forms of exploitation. Last but not least, among these examples, is the directive to bring about an improvement of public health and to raise the level of nutrition and the standard of living of the people of India. In the context, finally, of this multiplicity of aims, all of which cannot, for obvious reasons, be achieved together and within a short time, and, secondly, of the paucity of resources of the State of Hyderabad, the prospects of finding the men and money needed for the satisfactory enforcement of a programme of prohibition, assuming that one is adopted in the near future, must be adjudged to be very poor indeed. In other words, enforcement of the requisite standard is not a practicable proposition. Without proper enforcement, the reform remains for the most part on paper. Ideology is subscribed to ; prohibition drains the State of revenue, while illicit distillation drains the people of both money and morale. It is against these practical effects, which we apprehend, that evaluation has to be attempted of the moral, social and economic content of the proposed measure of reform.

About the relative or inherent value to be attached to a particular item of morality, in this case abstinence from liquor, we do not propose to dilate. For the purposes of this report, and in the light of the Constitution which India has adopted, we shall argue on the basis that the moral value of prohibition is not in question. But a programme of moral reform to which the State is ultimately committed, may itself be susceptible, as in this case, of being divided into different sections in the logical sense, and of different stages in the chronological sense. It seems to us that that type of immorality which affects the well-being, not merely of the immoral person, but also of those around him and of the public in general, must take precedence in the programme of the State. In other words, drunkenness which results in a public brawl must obviously be prevented or punished, and so must the drunken behaviour

of the head of a family who beats his wife and children. The State must, of course, try to secure these objects as effectively as it can. Between an object of this kind and that of attempting presently to impose, by legislation, an ultimate form of morality—like that of *non-participation in drink—on an unprepared public*, there seems to us to be an important difference. The difference is one of priorities. As an object of State action, ultimate morality can only have ultimate priority.

The social aspect of prohibition may be examined in relation to the most important unit of society, *viz.*, the family. Drink has undoubtedly been responsible, on occasion, for the loosening of family ties among the well-to-do and for physical tyranny over wife and children among the poor. But, in this country generally and in the State of Hyderabad at any rate, the percentage of such cases to the total number of families unaffected by drink is, to the best of our belief, *negligible. To endeavour to eliminate* the social harm done by drink, even in the relatively few cases to which it is confined, is undoubtedly a very desirable aim, but it cannot be placed even remotely as high as certain other social ends which also call for money and effort, such as the elimination of the social injustice done to the scheduled castes and scheduled tribes, or the rectification of the social inequalities imposed on women, or the amelioration of the social conditions and education of backward, neglected or exploited children. In the social sense, too, prohibition is not a reform which can be assigned any high priority.

The economic argument is the crux of the case for prohibition. Briefly, the contention is that the State taxes the poor by tempting them to drink; that the withdrawal of drink will, therefore, automatically enrich the poor and increase their standard of living; and that such enrichment and improvement will in various ways be *of great economic benefit to the State* as a whole. It may, in the first place, be noticed that this argument does not, and validly cannot, concern itself with the rich since such of these as drink, cannot *be said to be doing any economic harm to themselves* or any considerable economic injury to the community

at large, though their act may be considered immoral. In any case, their number is small. As regards the poor, there is undoubtedly a certain amount of validity in the economic argument; but here again, the validity is directly proportionate to the actual enforceability of the programme of prohibition. If, by and large, the effect of prohibition is to divert custom from the quondam Government shop to the clandestine one provided by the illicit distiller, and, therefore, to make the poor man pay more money for worse drink, Government merely loses its revenue without any corresponding gain to the income of the poor. Nor is there any reason to feel confident that, in those cases where prohibition has actually resulted in abstinence, the income thus saved is largely utilised for purposes which can be regarded as of economic value to the community at large. Along with drink, have to be eliminated a number of other equally or more pernicious objects of expenditure which are attractive to the common man, before results of enduring value, in the economic sense, can be expected to be realised. These, then, are some of the very substantive qualifications which detract from the force of economic argument."

Mysore would be well advised to consider carefully these arguments. The only two independent committees that have considered the question thereafter, in Madhya Pradesh and in Andhra, also came to the conclusion that Prohibition was not successful and could not be enforced. There is no strong public opinion against those who drink. Even the most respectable and law-abiding do not think it a part of their duty to apprise the authorities of breaches of the Prohibition law or even to condemn them. Prohibition means throwing away government revenue without really stopping people from drinking. The correct policy would be to abandon Prohibition in the areas where it has been introduced, taking care to popularise temperance as much as possible. To extend it further and lose for no purpose nearly Rs. 3 crores would in the circumstances of Mysore be an error of the first magnitude.

The new Agricultural Income Tax appears to have got off to a flying start. Eighty lakhs is estimated to be collected during the next year. The total number of

likely assessees has been found to be 13,173. Of these, the number of fresh cases taken up to the end of March is 1,345 in the old Mysore, Hyderabad and Coorg areas. The number of cases disposed of is shown to be about 1,500, taking into account arrears that were pending under the Act in force before 1st October 1957, when the new Act was brought in force. No assessment seems yet to have made in the Belgaum division. Continuous personal attention by the Principal collecting authority, the Commissioner of Commercial Taxes, is likely to produce very fruitful results.

The total amount due from Sales Tax up to the end of February 1958 was 300.00 lakhs. Of this 199.32 lakhs have been collected. The period of notice for payment had not expired for 30.80 lakhs, so that the amount in arrears was 70 lakhs. The greater portion being under appeal or revision, action for recovery had been taken only with regard to 12.97 lakhs. The present sales tax came into force from October 1957 and some time was naturally taken in the issue of notices and preliminary arrangements. Consequently the results cannot be regarded as unsatisfactory. The amount estimated to be recovered from sales tax in the budget for the current year is 4.47 crores. Very probably, with proper efforts, the 5-crore figure will be passed.

Some complaints are heard from outlying centres that the correct forms have not been made available to the local officers in sufficient quantities. There are also complaints that even associations requesting interpretation on particular points are refused specific replies and told to go to the courts. The usual rule in this matter is that while no opinion on individual cases can be given, general questions of interpretation of important points of law may be answered, it being made clear that the legal position stated is according to the advice Government has received. On general matters not involving point of law explanations ought to be given. Government can always safeguard itself by making it clear that it will not be liable for any loss or damage sustained by the party because of the interpretation given.

Up to the end of March 1958, Rs. 6.12 lakhs have been recovered on account of conversion fine from

encroachers on revenue land in and around the city of Bangalore. The amount outstanding is Rs. 5.46 lakhs and stay orders have been issued for Rs. 1.19 lakhs. The amount due was estimated to be Rs. 20 lakhs in January 1954, when the staff was first sanctioned, and is now said to be 75 lakhs (*vide* Commissioner, Bangalore's C6. P.R. 127—57-58 of 21st December 1957). A large number of industrial concerns seem to have encroached on land so that the total amount may go above even the present figure. The special personal attention of the Commissioner, Bangalore Division, is obviously necessary if collection is to be made expeditiously, and the Revenue Department of the Secretariat should see that the work gets this attention. The Commissioner mentions the continuance of the staff for five years. This seems to be unduly pessimistic in view of the soundness and ability to pay off many of the industrial concerns.

V. INDUSTRIES.

The Mysore Government has shares in 24 private industrial companies. It has also subscribed capital to the extent of 80 lakhs to ventures of a co-operative nature. Some of the companies pay a handsome dividend (investment 44.34 lakhs, number 13); some pay some kind of dividend (investment 36.75 lakhs, number 3); and some do not pay any dividend at all (investment 66.68 lakhs, number 8). Among these last is Hindustan Aircrafts Ltd., in which 60.08 lakhs have been invested. 31.25 lakhs are also invested in Indian Telephone Industries, another Government of India concern, which for the first time paid a dividend of 2½ per cent last year. In February 1955, the Government of India Communications Minister in his letter No. 9-TP (2)—52-Pt. I, dated 2nd—3rd February 1955, said "If the Mysore Government so desire, I am prepared to consider the question of paying back their investment in the Indian Telephone Industries Ltd., at par". This suggestion should be accepted and in addition the Government of Mysore should also ask for the return of capital in Hindustan Aircrafts Ltd. The 91.38 lakhs so received could be used for assistance to the industries owned by the Mysore Government, more especially since the Government of India has stated that it will not be prepared to give any assistance to undertakings managed departmentally unless they are incorporated under one or the other of several enactments or the Companies Act, (Government of India letter No. 371—S.S.—57 of 7th December 1957), in other words, unless they make themselves liable to payment of income-tax.

The Mysore Government own 11 industrial concerns which it runs departmentally. The yield for 1956-57 of 6 of the 11 is above 6 per cent on the capital employed, and in two cases it is as high as 47.8 per cent and 59.3 per cent. The remaining 5 give unsatisfactory results. Four of these are connected with silk and the fifth is the porcelain factory. Two of the silk concerns show a loss of several lakhs and the other two negligible profits of about Rs. 2,000. The porcelain factory loss is about Rs. 7 lakhs. Clearly both silk and porcelain need very

special attention. Nor despite the high yields of the other concerns is the overall management truly efficient. This is in a way inevitable. Even apart from personal factors, the organisation is defective. A Board of Management for the Iron and Steel Works, another Board of Management for other industrial concerns, both with the Industries Minister as Chairman and several officials and legislators as members can scarcely provide the flexibility, judgement, detachment from politics, and initiative in action that are necessary for successful management.

One autonomous Board of experienced non-officials set up by statute would be a solution. This, however, would involve liability to income-tax, a burden which the Government of Mysore acting on behalf of, and in the interest of the people, should not take on as far as possible. The alternative would be such a Board set up by executive order, in respect of which Government would impose on itself a self-denying ordinance not to interfere in daily working, permitting real autonomy both as regards itself and as regards the legislature. This is quite practicable, provided the will is present. There is in Mysore no lack of experienced talent, retired administrators, business executives, etc., to constitute such a Board. Five including the Chairman should suffice. The Chairman could be full-time and remunerated accordingly, and the members advising at Board and Committee meetings and receiving Directors' fees. Following the usual and well considered practice of organisations intended to be independent both in this and foreign countries, members of the legislature would of course not be eligible. The Board would have powers to appoint and dismiss all servants of the organisation. Perhaps it might consider it necessary to keep some of the present general managers drawn from Government service for some time, but it should be open to it to ask for their withdrawal substituting for them, if it thinks necessary, suitable men. So, too, with regard to the management of the porcelain factory. The Board would try and keep its working flexible, reducing paper work as much as possible, visiting and deciding on the site. The Kolar Gold Mining Undertaking, acquired last year, could also be brought under the Board. If it is intended that the Board should be successful and Government and the public

should derive maximum advantage from it, integrity, disinterestedness, ability and experience should have preference over all other considerations in the choice of members.

There are many points of business and technique in regard to all these concerns which need attention. These will naturally occur to a Board of the type suggested after its initial study and may be left to it. A point of accounting which tends to vitiate the results sometimes may be mentioned. It is the omission of interest on the capital that has not yet been brought into use although it may have been put into works that will come immediately afterwards into use. Another point that may need consideration is the rule that 1/12th of the total earnings must be allowed as bonus whenever a net profit of 5 per cent is earned. It may so happen that the entire profit may be absorbed in the bonus leaving nothing to the Government. Perhaps in such cases 1/12 could be modified to 1/24.

The resources of the Government of Mysore are already fully pledged and further investment, partial or entire, in new industries should ordinarily be avoided.

VI. SECRETARIAT.

Any person accustomed to Secretariats cannot be pleasantly surprised on visiting the Mysore Secretariat. The building itself, extravagant in conception and expensive in upkeep, with its strange medley of ostentation and inconvenience, its noise, its echoing rooms, its large verandahs, its absence of privacy, is not particularly conducive to sustained and concentrated work. A cross between a palace and an office, it fulfils satisfactorily the purposes of neither. For good work to be forthcoming in such surroundings greater effort than ordinary is essential.

The two weakest links in the Mysore Secretariat chain are the Secretaries and the First Division Assistants. With rare exceptions, the Secretaries are much below the standard to be expected from men in that rank. Initiative they definitely lack. Avoiding responsibility for decisions seems to have become a habit. Most Secretaries seek to take shelter under the Chief Secretary's wing rather than to act as independent Secretaries themselves, thus greatly adding to the former's burden. Perhaps this is a carry over from the pre-independence Mysore system when all papers went through the Chief Secretary to the Dewan or Member of Council, the Chief Secretary being in fact the Secretary and other Secretaries being really Deputy Secretaries. Perhaps also, it is the result of ten years work under masters with no very clear ideas of standards of work. To speak tactfully, to appear dignified, to respect on all occasions the susceptibilities of superiors and colleagues—these seem the characteristics to which Secretaries endeavour to aspire. Unfortunately this does not suffice for advisers to government on policy in a State of this importance at a time when not only must ordinary administration be efficiently maintained but sound development speeded. A great deal more of grit, persistent application and plain speaking is in fact necessary than obtains at present. If work is really contemplated, most of the amiable gentlemen now filling Secretaries' chairs should be replaced by men of a sterner calibre, more forthright and industrious, the force of whose example combined with their readiness

to inspect rigorously and punish without fear or favour, could bring about considerable improvement both in quality and speed.

The noting on any matter generally begins with the First Division Assistant. He is the person who gets the initial opportunity of expressing an opinion on the case in the light of laws, rules, regulations and precedents. He can point out, for instance, how a particular case differs from precedents and why therefore it ought to be dealt with differently. A good note by the Assistant can bring the discussion on any matter down to essentials and is in fact half the battle. Very few such notes are written in the Mysore Secretariat. Mostly, Assistants are content to summarise the paper under consideration, which being on the file could easily be read in any case, and add a stray remark or two. In other words they do not do the work for which they are intended. What they do is to impede the movement of the file by holding it up for several days while they are making up their minds as to what exactly to say in the unnecessary summary. In the circumstances, it is difficult to avoid the conclusion that Assistants serve no useful purpose, and if possible some other instrument must be used for getting the work done effectively and promptly. The Superintendent unfortunately is not such an instrument. A promoted Assistant himself, he rarely has the capacity or will to make up the deficiency in the Assistant's work. Generally, he contents himself with supervision.

In this matter it seems to me the time has come to seek a completely new approach. Secretariat noting is responsible work and ought to be undertaken at a truly responsible level. The new arrangement might therefore be for all noting to be begun at the Under Secretary's level, relevant papers being just collected and put up by the Second Division Clerks. A section would thus consist of an Under Secretary with three or four second division clerks. The Assistants and Superintendents would disappear. For the general supervision of the work of second division clerks, the proper maintenance of registers, etc., for each department there might be two Registrars of Superintendents' rank. The number of Under Secretaries would have to be increased but the cost of their increase would fall well within the amount that would be

saved by the abolition of Assistants and the reduction in the number of Superintendents.

For the new Under Secretary posts, recruitment should be by examination from at least second class Honours graduates, special attention being directed in the examination towards testing the candidates' capacity for quick comprehension and ability to pick out the basically important points in any matter. The Chief Secretary should conduct the examination, holding a *viva voce* test himself. The emphasis should not be so much on possession of knowledge as on quality of mind. The persons selected should be on probation for a year, working for the first six months as second division clerks, acquiring proper knowledge of files, records, methods, procedure; and for the second six months on noting. During probation, Secretaries would naturally have to devote personal attention to the work of these men, and give them proper guidance.

The bringing into force of this scheme throughout the Secretariat will naturally take some time. Meanwhile, some of the Assistants and Superintendents will retire and others could be sent to posts outside the Secretariat, the usual recruitment for Assistants in the Secretariat being suspended. The age limit for the examination should be 26. Such of the present Superintendents and Assistants as wish to take the first examination to be held might be permitted to do so, the rigour of the examination for them being the same as for the others. To them, the age limit would not apply. Graduate Stenographers of over 10 years' service should also be given a chance to appear at the first examination. The new approach should ensure that the initial steps in every case are taken by capable and understanding men, who bring to bear initiative and imagination on their work. There would be a chance of breaking away from the cold grasp of the dead hand of routine that dominates so many Secretariats today. The disease of delay too, should suffer a defeat. It is understood that the Mysore Government has already decided that future appointments to first and second division clerks would be after competitive examination. This is certainly desirable. If the Under Secretary arrangement suggested is accepted, there would be no examination, of course, for first division clerks.

In any organisation with a number of branches, where the men at the head of the branches and the next below level are not brought up in the branches, but come to it for short periods from other branches or from outside the organisation itself, it is essential that there should be continuity of the lower echelons. The 'memory of the department', so to speak, must be preserved. This can only be achieved, if almost all the workers upto and including the rank of Under Secretaries spend their service within the departments to which they are allotted and are not transferred, save in very exceptional circumstances. The idea of evening out promotion because it so happens that through fortuitous circumstances opportunities are more clement in one department than in another must be given up in the larger public interest. Nor, indeed since all departments have started about the same time, should there be much likelihood of unevenness in promotion and consequent discontent.

It may be worthwhile considering whether after some years service, the Under Secretaries suggested in the new scheme or, if that does not come to fruition, the present Under Secretaries and selected Assistants, ought not to be sent out for a year or two to the field offices connected with their departments, so that they can gain experience of the actual working of the matters about which they note and put up orders in the Secretariat. Men in Secretariats are apt to get detached from reality, and no man ought to pass or suggest orders without realising the impact that his orders will have on the people who have to carry them out in places far away from the comfortable Secretariat where they were passed.

A letter or a reference on receipt in the Secretariat is opened by an Under Secretary and passed on to the section concerned. There it is entered in a movement register and brought on to the file register. Subsequent stages are shown in the file register. When, however, a file goes up beyond the Under Secretary, the file register loses touch with it. From the Under Secretary to the Deputy Secretary and beyond it proceeds unmarked and unnoticed, except for such note as may be taken of it by the relevant officer's Personal Assistant. This is unsatisfactory, since a file may well disappear among the higher officers and Ministers and none know where it has gone.

Although some slight delay may be caused, it should be returned at each stage to the Section, and be passed on by the Section to the person to whom it is next marked. Since the Secretariat is housed in one building this ought not to lead to any real delay. A file moving from a Deputy Secretary at any time in the forenoon marked for the Secretary should reach the Secretary by 3 P.M. So, too, from the Secretary to the Minister, and *vice versa*.

Files in the Mysore Secretariat, even pending and current files, have a strange facility for losing themselves. Again and again on enquiry for papers about particular matters the reply is received that the file is being searched for, and quite often nothing further happens for days, the hope being that the enquirer will forget. If, however, he is persistent, an atmosphere of grief envelops the denizens of the particular department from the Secretary downwards. "Yes, they are looking for it, it will come", gradually changes to "Sorry it cannot be found", or slightly better, "perhaps it is with the Minister; in any case, we are trying". Ultimately on great pressure being exerted and the aid of the highest Secretariat authority invoked, a file may put in an appearance. If then any questions are asked about its condition, its incompleteness, what happened before or after, an air of justifiable offendedness becomes very apparent. 'How ungrateful' seems the implication, 'after all the file was found and yet there is no satisfaction'. A Secretary considered good does not seem to think there is anything unusual in an explanation of this nature. "I asked for the file. They said it could not be found. I asked again, they said it was with the Minister. I said, get it any how. They produced it from the office". He is not overcome at thus having openly to acknowledge his own lack of capacity to manage his own department, and the confusion in which its papers are.

Reference has already been made to the refusal of some Secretaries to take proper responsibility and seek shelter under the Chief Secretary's wing. Work in any Secretariat can never be efficient, if responsibility is not taken at every stage. Experience has shown that in most departments, at least 40 per cent of the work that comes to any Under Secretary can be dealt with by him finally. Of the 60 per cent that goes to the Deputy Secretary,

another 40 per cent need not go beyond him, which leaves only 20 per cent out of the original 100 for the Secretary. Of this, a good Secretary will not find it necessary to trouble his Minister with more than 5 to 7 per cent. This does not mean that the person above at each level, Deputy Secretary, Secretary or Minister should not be kept informed of any matter dealt with at the stage below of which knowledge would be useful to him. An Under Secretary should see his Deputy Secretary at least once a day. So too the Deputy Secretary, the Secretary, and the Secretary, the Minister and mention such matters he has dealt with as he thinks the higher authority should know about. Responsibility is then properly taken by the person who ought to take it, and yet knowledge is spread as it should be, without imposing any burden on the more senior authority.

The habit of wanting to see all or almost all files into which some Ministers and Secretaries fall, obsessed by their belief in their own capacity, cannot but be deplored. Such men need not Secretaries and Deputy Secretaries, capable of applying their minds to and deciding cases, but mere amanuenses standing around to note with awe whatever falls from the master's lips. They destroy in their subordinates both initiative and the desire to work. Few sights are more tragic than that of the good Secretary or Deputy Secretary in the grip of such a Minister or Secretary.

Weekly, monthly and quarterly arrears lists are prescribed under the Secretariat Instructions. Very little attention is however paid to this order in some departments of the Secretariat. Arrears accumulate and the reason for not having prepared arrears lists is that time would be taken away from dealing with the arrears. The purpose of the arrears list is to bring to notice the work lying undone and the period for which it has been pending, so that officers of the department, becoming aware of the facts can take necessary action to get the work done. Regular compliance with the suggestion in the previous chapter about personal inspection is much more likely to reduce arrears than the preparation of arrears list. Yet they cannot be dispensed with, for properly used they constitute a real incentive to expeditious despatch. The weekly list is the important one. What is necessary is

that it should be prepared every Saturday and seen and attended to by the Secretary himself before Monday afternoon. The monthly and quarterly lists merely seem to serve the purpose of compilation and may be abolished. It is necessary for the Secretary to know the work in arrears with the Under and Deputy Secretaries. Accordingly they too should be asked to submit weekly lists; the day of submission should be not Saturday but Tuesday, so as to differentiate these lists clearly from the office lists and thus to ensure special attention being concentrated on them.

The tendency to use a leave reserve not for the purpose for which it is intended but as part of the normal office staff should be avoided. For a leave reserve properly used enables leave to be granted in due course to the Government servants who need it while ensuring that work does not accumulate because of their absence. Special attention devoted by the Secretary to these and other house-keeping devices, normally considered routine, and unworthy of high notice, can often make all the difference between the inefficient and efficient department.

There is a general feeling that assistants and clerks in charge of establishment work in the Secretariat or other offices ought not to be permitted to remain at their posts for a period of more than 2 years. A longer tenure, with the confidence that it engenders, tends to lead to misuse of the influence that quite often seems to gather round such appointments. Those engaged on establishment work can after the 2 years period be transferred to other work in the same office, or better still, in allied offices. For instance, assistants and clerks so engaged in the Public Service Commission office could be transferred to the Secretariat, a fresh batch from the Secretariat taking their place.

The practice that prevails in the Mysore Secretariat of officials having their names printed on the left hand corner of their letter paper is one to be discouraged. A Government servant is, as an expressive phrase has it, " the slave of a quarter sheet of paper ". At any moment, a short letter might come informing him of his transfer. Accordingly, for a government servant to attempt to perpetuate his present designation by impressing his name

permanently on paper is an exercise in futility. It also involves waste, since the paper cannot be used once he has gone. If the intention is only to let the addressee know the exact name of the writer, that can be typed clearly in brackets below his signature. Ministers, too, follow this practice. Their tenure is, in the very nature of things, even less permanent, so that there is all the more reason for them to abstain from it.

Most officers kept in Secretariat appointments over long periods tend to lose touch with reality and overestimate the importance of paper-work. Four years is about as long as a civil servant should be continuously in a Secretariat. Thereafter a change to the districts is advisable. Interchange between the Secretariat and the districts is beneficial to both.

The Mysore Secretariat consists of eleven departments and the distribution of work among them is laid down in the schedule to the Rules of Business. Certain changes in the departments and subjects would make for greater homogeneity and efficiency.

It has already been suggested that State guests, guest houses and the other sections of the hospitality organisation should be done away with. If this is accepted, the Chief Secretary would be relieved of a great deal of niggling routine work. Law and order, passports and visas belong rightly to the Home Department and should be transferred to it from the General Administration Department. Foreign and industrial scholarships seem to be left over from the time when Mysore was a princely State. There appears little reason for the State Government to go about giving such scholarships regularly now, when the question is dealt with on an all-India basis by the Central Government. Any correspondence on the subject with the Centre falls more properly within the sphere of the Educational Department.

The Finance Department instead of the Revenue Department ought to take upon itself the Secretariat management of all the taxes that are administered by the Commissioner of Commercial Taxes. It is in the best position to give advice about such intricate matters as the sales tax and agricultural income tax. It should also

deal with betting taxes, race course licences, prize competition and excise. House Rent Control too is not a Revenue Department subject proper, nor Evacuee property and Displaced persons. Both these could more suitably come under the Home Department. All this would relieve the Revenue Department of a good deal of work of a description different from that of the bulk of its duties. The Revenue Department so relieved should take over a large part of the work for which a separate Planning and Development is now considered necessary. Community Development Projects, National Extension Block, Malnad Development are eminently suitable for such transfer. The proper place for the Bureau of Statistics is under the Finance Secretary and the Amelioration of Scheduled Castes and Scheduled Tribes and Backward Classes are obviously subjects better handled by the Home Department. General Planning, *i.e.*, Planning in all its aspects concerning the First and Second Five-Year Plan naturally goes to the Chief Secretary, who is the Development Commissioner. There is thus no reason to maintain a separate Planning and Development Department.

In the circumstances of Mysore, the Chief Secretary has to carry a very special burden. It is not enough for him to be the normal, efficient Chief Secretary. He must in addition be a most competent Inspector-General, devoting attention not merely to the Secretariat but to all important administrative matters throughout the State. It is accordingly necessary that he should have the capable assistance of a competent Special Secretary who, directed by him, can look after a good deal of the paper work in consultation with him.

VII. DEPARTMENTS.

Land Revenue.

The present 19 districts of Mysore State can be comfortably reduced to 16. The four Bidar talukas, Bidar, Humnabad, Bhalki and Santpur and the seven Gulbarga talukas to the north of the river Bhima, Gulbarga, Chitapur, Yadgir, Afzalpur, Aland, Chincholi and Serai should together form the new district of Gulbarga with a population of 14,25,000 and an area of 6,263 sq. miles. The remaining three talukas of the present Gulbarga district, Shahpur, Shorapur, Jevargi, combined with six talukas of Raichur district, Raichur, Manvi, Yelburga, Kushtgi, Lingsugur and Deodurg may go to form the new Raichur district, the population being 9,90,000 and the area, 5,833 sq. miles. Bellary district as at present together with the remaining three talukas of the Raichur district, Sindhnoor, Gangavati and Koppal can make up another district, population 10,67,000, and area 5,500 sq. miles. The joining of the present Shimoga and Chikmagalur districts can together constitute a new district with a population of 10,81,000 and an area of 6,834 sq. miles. Hassan and Mandya with a population of 14,32,000 and an area of 4,551 square miles make a sizeable district. The suggestion would have been made that the small district of Coorg should be added to South Kanara, the total population being 15,60,000 and the area, 4,833 sq. miles, but in deference to the States Reorganisation Commission's view that the identity of Coorg should be preserved by letting it remain a separate district, it is not being pressed.

These 16 districts fall naturally into three Commissionerships instead of the present four, the first comprising the new Gulbarga, Raichur and Bellary districts, and the old Belgaum and Bijapur districts, area 29,331 sq. miles and population 64,44,000; the second consisting of the present South Kanara, Coorg, Shimoga districts, Dharwar, Chitaldrug and North Kanara districts, area 24,939 sq. miles, population 56,02,711; and the third including the new Mandya district and the existing Tumkur, Kolar and Bangalore and Mysore districts, area 19,290 sq. miles, population 72,64,000, of which about 11 lakhs is contained

in the three urban locations of Bangalore, Mysore and Kolar. The natural headquarters for these three divisions would seem to be Mandya, Shimoga and Bagalkot. It is in accord with the fitness of things that the Commissioners, whose work lies almost entirely in the countryside, should live in moderate sized or small towns rather than in cities. While the reduction of one division and four districts will effect not inconsiderable savings, efficiency is not likely to be detrimentally affected.

Of the need for the post of Commissioners there would seem to be no doubt, what was said in my letter of 18th December 1957 may be repeated, with the omission of the paragraph which is already quoted on page No. 7.

"Divisional Commissioners ought to be expeditors, co-ordinators, advisers and supervisors. If they fail in these capacities, it may be because wrong men are selected or because the men appointed are not permitted to remain sufficiently long in their posts. The usual tenure for a Commissioner ought not to be less than three years. Commissioners should be men of understanding, personality, initiative, and courage. (I say nothing about integrity, because that is a *sine qua non* for all concerned with Government work—elected or official). They should be sufficiently senior but need not be the most senior, since for such posts proper choice is very important .....

I will not dwell on the Commissioner's function as co-ordinator. The need for an authority to pull together for prompt and proper solution of local problems the views and actions of officials in the various departments is evident.

The Commissioner's advice must flow both to Government above and to the district and sub-divisional officers below. His mind must be wide awake, his study of the important problems in his region deep. He should be able to instil sufficient confidence in his juniors to enable them to talk to him freely about the difficulties they encounter in their own work. He should not of course take over their problems, but just give sufficient indication to enable them to work them out rightly.

The Commissioner's supervision naturally covers the Revenue Department. It should not, however, be limited to that, for all that happens in his division, especially in governmental activities in his division, should be of interest to him. His supervision of other departments may be informal, but it must none the less be effective. A good many injustices can be prevented, a great deal of corruption stopped, if it is known that the Commissioner of the Division is prepared to take considerable trouble personally to find out the exact facts and try to have action taken accordingly."

There is near unanimity in new Mysore about the desirability of the abolition of hereditary village accountants, known as Shanbhogs, if the Revenue administration, at the point where it touches the people most, is to be put upon a reasonable and public spirited basis. The justification for the change was stated thus in the report of the Hyderabad Economy Committee of 1950.

"The Village Accountant is the pivot on which all administration rests. He keeps the village records and, on the accuracy of these, depends, in the last instance, the accuracy of the information on which Government reaches decisions. These officers are hereditary. The village accountant today is the descendant of accountants for generations past. In many cases, he does not do the work himself but appoints an agent (Gumasta) who gets two-thirds of the remuneration that is his due. He keeps his post, however, as it gives him local influence. Originally the remuneration for the services that a village accountant rendered was in the form of Inam land. Later, this land was converted into ordinary Ryotwari tenure and given to him. For the services he renders, he is compensated by being allowed to take a percentage of the revenue he collects. The percentage varies according to the amount collected. There is overwhelming evidence that village records are very badly kept throughout the State. The most important ones, the Record of Rights and Record of Tenancy, are invariably out of date. Quite often, we are told, the village officer is responsible for an enormous amount of sharp practice resulting in wrong entries being made deliberately to favour one side or the other. By various devices, it is said he has

in some cases acquired a great deal of land and is often thus the landholder of the village and the village money-lender, in addition to being the village accountant. The activities of himself and his clan are alleged to be one of the principal reasons for the turning away of the small landholder and the peasant from government towards disaffected elements. For, so long as he retains the confidence of government and the power to do harm, the common man, it is felt, can never have any redress for his grievances. Being hereditary, moreover, he is always in the village, and any grudge that he may have against a village is always paid off, even after several generations. All these circumstances have led almost all the witnesses who have appeared before us to recommend the abolition of the hereditary system for the village accountant and the substitution, in his place, of a properly trained, fully qualified stipendiary patwari, whose sole interest will be the performance of his duties as patwari and who will not, ordinarily speaking, be mixed up in village feuds or in the temptation that follows from the possession of wealth, property and influence. When inefficiency is added to all the other considerations, the case for the removal of the hereditary principle in this grade of the public service becomes unanswerable. Even apart from the fact of the incompatibility of the hereditary principle with the spirit of the times, we agree that this reform is of the highest importance."

Very much the same conditions apply in other parts of the Mysore State besides the Hyderabad area— the old Mysore, Bellary district and Kollegal taluka— in which this hereditary phenomenon persists. A qualified, stipendiary village accountant should be able to undertake the Shanbhog's duties in a group of three to six villages depending on the cultivable area, amount of revenue collected, etc. A scale of Rs. 40—1—50—2—60 suggested for him in the Mysore Government Revenue Department noting, would seem to be adequate, and the total extra cost, taking into account the potgi allowed at present, would not exceed 5 lakhs. A question has been raised regarding the payment of compensation for the abolition of this hereditary post. The problem can arise of course only for the limited number who do the work themselves. Even there, the claim would seem to be very doubtful.

But should it, after full and proper consideration, be held otherwise, the small amount of compensation, paid once for all, ought not to be allowed to form a barrier to the implementation of this most urgent reform.

In the appointment of the new men every attempt should be made to get away, in practice no less than in theory, from the hereditary principle. It would be a misfortune if the stipendiary shanbhog were no other than the hereditary shanbhog in a new guise. Candidates should be selected by examination, and should be trained for at least six months in the village forms and in the principles and methods of the simple cadestral survey. Training schools should be set up in the revenue divisions under the supervision and management of the Settlement Commissioner and several hundreds trained at a time. Opportunity might also be taken of this change to bring into force the Bombay Village forms which are on the whole simpler and more convenient than the Mysore forms. The system followed in Bombay of keeping the original records with the stipendiary in the village, and of doing almost all the village revenue work in the village itself instead of at the taluka offices, could also be introduced with advantage simultaneously with this change. Since hereditary officials of this type have been abolished within the last five years in the Belgaum Division, it should be fairly simple to learn from the experience of that area. It may be as well to change the name of this post in order to mark a clear break with the past. Karanik, accountant, would seem to be suitable.

The most important of the remaining hereditary functionaries of the village is the Patel and abolition of this post is also necessary. The Patel is generally a relic from the past whose usefulness is over, but if there is any work that he really does, that can be passed on to the new stipendiary accountant. Formerly the Patel was the man whom Government chose from among the villagers to be its representative in the village and to whom it spoke when it wished to convey its desires to the villagers. With the Village Panchayat system in force now, there is no place for him. Clearly no case for compensation can arise because of the abolition of an office, the duties of which have withered away. The decision on the two points above ought not to be deferred because the problem

of Thotis and Talaris, very minor village servants, remains. Dealing with that will be all the simpler because of the settlement of these.

Registration.

There are in all 179 Sub-Registrars' Offices in the State. South Kanara following the Madras pattern has a District Registrar. Three posts of District Registrars were sanctioned sometime ago by the Government of Mysore and one, that of the District Registrar, Bangalore, has been filled. In all other districts the Deputy Commissioner is the District Registrar. In the Bombay area, there is in addition to the Sub-Registrar an Inspector of Registration, whose business it is to visit Sub-Registrar's offices in turn and inspect about 55% of the documents. Many Sub-Registrars feel that they ought to have some avenue for promotion and would like to have increased the number of District Registrars' posts. From the work point of view, however, touring Inspectors of Registration can be far more useful. One Inspector can cover about 40 offices in a year so that five should suffice for the entire State. The Inspector should be of gazetted rank and draw pay in the scale of Rs. 240—15—360, with Rs. 150 a month Permanent Travelling Allowance. Further, the Sub-Registrar at each district headquarter might be made, in addition to his duties as Sub-Registrar, Personal Assistant for Registration to the Deputy Commissioner and given gazetted rank and the special pay drawn by other Personal Assistants. While more conducive to efficient work than the creation of several District Registrars' posts, this would also meet the desire of the Sub-Registrars for better prospects. The unfilled District Registrars' posts should remain vacant, and those filled should be abolished along with the creation of Inspectors' appointments.

Efficiency Audit.

To hope to get efficiency in any office or organisation by laying the task of inspection on institutions or individuals outside the office and its supervisory line is to live in a day dream. No amount of examination by exterior bodies who draw up long inspection notes, send them down, wait for compliance, issue reminders, get

replies which may or may not be correct on the spot can bring about lasting efficiency. At best, some temporary effect may be produced, though even that is doubtful. When an outside organisation is specifically designated for inspection work, the natural tendency of the head of the office is to regard inspection as no part of his own duty. Somebody else is in any case appointed to do it. Why should he worry? So too, the tendency of the authority above in the direct line of supervision, the Commissioner, Superintending Engineer, etc. His feeling about it cannot but be: "Government has set up a special arrangement for the purpose. Clearly, it can't regard it as significant so far as I am concerned. Let the special organisation do it and be responsible. Why should I intervene and create, perhaps, bad blood?" Thus, what is in fact a very important part of the ordinary duty of the head of the office and of his direct superiors ceases to be recognised as such by both. As already stated in the general observations, for efficiency and avoidance of delay continuous vigilance is essential. The result accordingly of setting up such an organisation is more likely to be inefficiency than efficiency. The actual position accords with this view. Enquiries from those competent to know and judge invariably elicit the reply that because of the Efficiency Audit, no departments and offices are more efficient than they were; rather that many today are less efficient, on account of the absence of interest in this matter of those most intimately concerned. This side of the Efficiency Audit organisation, then, is otiose and should be abolished.

An *Anti-Corruption organisation*, under the direct aegis of the State Government, can play a useful role, provided it does not dissipate its energy on thousands of petty complaints but concentrates on a small number of important cases. To be successful, it must be staffed by completely honest and able investigating officers. The number of such men is not unbounded; that in itself must set a limit on the scope of the activities of the organisation. To be of real value, moreover, it must be regarded as an example-setting and awe-inspiring institution. Three or four prominent personalities, Ministers, Legislators or high officials, proceeded against, the offences proved, proper punishment imposed, would have a far more salutary effect on the tone of the entire government and

administration than the filing of cases against several dozen small functionaries of the village officer, clerk or sub-overseer type.

Results of this kind cannot follow from having a miscellaneous horde of investigating officials scattered under the name of Anti-Corruption all over the State. It is indeed depressing to note the low state to which the ordinary government servant has been reduced and to see what his lot has become. Anybody, anywhere, can send off a petition, it may be against the most straightforward government servant, and if it so pleases the local anti-corruption officer, he can start investigation. Government service in such conditions becomes an extremely risky avocation. It is scarcely surprising that morale has suffered, initiative is lacking, and the doing of unpopular things, so often necessary in the discharge of duty, is almost invariably shirked.

Accordingly, the Anti-Corruption staff should be reserved, save perhaps in very exceptional circumstances, for the investigation of offences alleged to have been committed by those engaged in the service of the public, official and non-official—drawing a salary or having emoluments of not less than Rs. 500 a month. Initiation of investigation should be only on the orders of Government the orders being issued either of its own accord or on receipt of a complaint from some member of the public. Such complaints should be examined by a senior officer, the Chief Secretary or the Home Secretary, and only those which seem on fair consideration *bona fide* should be sent for investigation. A small organisation, consisting of really capable and honest police officials three, four or five, and a couple of auditors of similar calibre, with the necessary clerical assistance, should be sufficient to do a good job. For the rest, the checking of corruption is as much a part of the duty of every head of office as the reduction and elimination of delay. And Government should see that every official so placed performs this part of his duty. Divisional Commissioners and other supervisory officers too must not be permitted to forget their obligation in this matter. It is also, of course, open to any individual under the normal criminal law to complain about any specific instance of corruption at any police station and have his complaint investigated.

Statistics.

It is advisable to concentrate all important statistical work in one office. The State Statistician's office might be termed the Bureau of Statistics and made responsible for general supervision over all statistical work. Its functions should be as given in the extract below:—

"(i) *Co-ordination and Guidance*: Subject to guidance from the Bureau, individual departments will continue to collect their own statistics. The Bureau will co-ordinate these statistics, suggest improvements in the existing methods of collection and offer advice in regard to the collection of new statistics. It will provide the requisite liaison between the Central Government and the State Government in respect of all statistical matters. It will organise in the State sphere any statistical surveys required as part of approved all-India plans.

(ii) *Enquiry and Intelligence*: The Bureau will itself carry out, where that course is more convenient, enquiries affecting more than one government department or enquiries of a specialised nature. It will be associated with all socio-economic enquiries ordered by government. It will prepare and publish an Annual Statistical Abstract for the State and a quarterly bulletin, and also undertake, if practicable, the preparation of an Annual Memorandum of Employment, Income and Expenditure of the people of the State. The Bureau will conduct economic and statistical research."

The Statistical Officers of gazetted rank in some departments such as Animal Husbandry, Education, Medical and Industries should be brought under the Bureau. Apart from better co-ordination, that will make for economy, since some of them can probably take over additional work for the Bureau. In view of the scarcity of qualified personnel in this field, it is desirable that the fullest use should be made of it. The proper Secretariat Department under which the Bureau should come is obviously the Finance Department.

Public Service Commission.

The Public Service Commission at present selects candidates for both gazetted and non-gazetted posts throughout the State. It would be better if it confined its attention to gazetted posts except for offices in Bangalore. Non-gazetted appointments outside could be filled by Divisional Committees under the Chairmanship of the Divisional Commissioners. There is no reason why such committees should not be able to apply the reservation rules just as well as the Public Service Commission. If the practice suggested which is being followed in some States, were adopted, not only would the convenience of the candidates in the districts be better served but the Public Service Commission would be able to concentrate more attention on the higher appointments for which in future it will have to hold examination instead of as at present merely making selections.

Agriculture.

The Estimates Committee in its report of 1956, the last report presented to the legislature of old Mysore, stated that as the farms maintained by the Agricultural Department in Mysore State were working at a loss and as many of them were unsuitably located, they should be closed down, and replaced by three regional farms, on properly selected sites, which would work at a profit. What action, if any, was taken on the recommendation is not known. Despite strenuous endeavours, it has not been possible to get from the department the file on the subject. What is known, however, is that after the coming into being of the new Mysore State sanction was obtained by the Agricultural Department to the setting up of 20 seed farms in 1956-57 and 1957-58. These farms of about 25 acres each were to be established for the purpose of growing improved seed for supply to certified growers. Nine of these have been started. The remaining are, it is said, to be brought under cultivation in the current kharif.

While this is the position, sanction has been accorded a few days ago to a further 35 farms for the same purpose. The total cost is estimated to be 30 lakhs, of which the State is to bear 17 lakhs and the Centre 13 lakhs. This is a hurrying up of the original plan proposal by one year,

because of the insistence of the Government of India. Indeed the noting shows very clearly that the State although feeling very doubtful about the results, is letting itself be pushed into this because of the pressure of the Planning Commission and the Government of India. The Director of Agriculture himself says that the estimated price for the land, Rs. 500 an acre, is not likely to suffice since private lands cost much more and the taking up of Government lands would mean preparation for 4 or 5 years and consequently no results for quite a period. Obviously then the seed farms are not going to be on time, if at all. Further there is nothing to show what return is likely from these farms or even how the seed if grown is to be distributed. In fact here is a classic example of a government acting in haste to repent at leisure. It provides also a typical instance of how a department and the Secretariat should not deal with a proposal. The entire grant should be deleted. The twenty farms should be firmly established and show results, before more money is spent.

The budget provides 7.84 lakhs for a rural and urban compost scheme of which no particular details seem to have been made available when asking for and obtaining the grant. The general idea behind lumpsum grants of this nature seems to be 'There is a food shortage. Something must be done. Let us ask for a grant. Let us make a grant'. But getting a grant is no guarantee of either compost or food. From the papers it would seem that there is willingness on the part of the agriculturists to use compost and that local bodies which have been making it are prepared to continue making it, and perhaps increasing its supply. "The staff employed is quite large and I am afraid that the expenditure incurred so far has not resulted in adequate results..", says a note by the Planning Secretary. But the budget provision made earlier remains unaltered, the Director being asked to submit within 3 months the full report which he did not furnish before though continuously urged.

Receipts from the lorry and tractor organisation as estimated in the budget for 1957-58 were 11 lakhs. In the revised estimate, this figure was reduced to 9 lakhs. The actual receipts up to the end of February are 4.52 lakhs.

Adding for March another lakh, which is double the monthly average, the difference from the revised figure is 1½ lakhs and from the budget figures 5½ lakhs. The budgeted expenditure in 1957-58 on this organisation was 9.30 lakhs so that even without allowing for depreciation, etc., the loss amounts to 3½ lakhs. For the current year receipts are put as 5.25 lakhs and expenditure at 9 lakhs. It seems fairly clear that this organisation is likely to be a continuous drain on the State revenue, and ought to be got rid of without further delay.

These cases demonstrate the need for a thorough examination and overhaul of the Agricultural organisation.

Education.

The main responsibility of the State in education at this stage of the country's development should obviously be primary education and technical education below the college standard. This does not mean that collegiate and secondary education are not important and should be neglected. But as much of the expenditure for them as is possible should be borne by sources other than Government revenues. If the secondary schools and the colleges that are today financed entirely from Government funds can be passed over to non-official institutions, a portion of the money spent on them can be used where it is most needed. About 63 lakhs are being spent by Government on the maintenance of colleges. The handing over of these to non-official organisations with grants-in-aid of about half of the amount spent now to begin with, ought not to be too difficult. On secondary schools too, 66.34 lakhs is spent by Government. Transfer to non-official management on the grant-in-aid basis would lead to considerable economy. There is in fact no good reason for government to run either colleges, save perhaps medical, or secondary schools, though exceptions may have to be made for some schools in particularly undeveloped areas, where non-official organisations to set them up may not immediately be forthcoming. Such aided institutions as at present have primary classes should obviously not be disturbed. In the Belgaum division, it is understood, that transfer to non-official organisations has been effected satisfactorily within the last five years.

College fees in old Mysore are lower than in Coorg, South Kanara and the Belgaum division. They are also lower than in Madras. There seems no reason why they should not be brought up to the Coorg and Madras standard. This would mean for Intermediate Arts an increase from Rs. 90 to 144 and for the B.A. from Rs. 144 to 183.

In view of continuous complaints about delay in receipt of grants by educational institutions, a list was obtained from the Director of Education. It shows that a large number of grants were made very late in the year, leading to a rush in the last few days. Obviously, this ought not to occur, all grants being paid in the first month in which they become due. It is also learnt that sometimes a grant is not disbursed when the grantee goes to the office because the 'concerned' clerk is on leave, an obvious impropriety which ought to be dealt with very sternly.

It seems to be the rule in Mysore to appoint the Director of Education from the civil service. Sometimes the Educational Secretary becomes Director of Education. The result is rarely satisfactory. The administration of education at the Director's level demands a good deal of technique and expertise and the appointment of a properly qualified man would undoubtedly be advantageous.

During 1957-58, 2.60 lakhs was given by the State to the Women's Social Welfare Board and 2.94 by the Central Social Welfare Board. It might be considered whether in the financial condition of the State this provision is justified for such activities so carried out.

The provision of Rs. 76,000 made in the budget for the State Academy of Dance, Drama and Music should be deleted. Clearly in a State like this there is sufficient private encouragement to these arts for them to flourish. A grant of this nature ought not in the financial conditions prevailing to be given priority. The Governor has in any case a discretionary grant of Rs. 25,000 allowed to him and the larger part of that may well be utilised in assisting worthwhile artistes.

Public Works.

The Public Works Department accounts for 29 per cent of the total expenditure budget including capital

outlay. Government have appointed a special committee to go into its organisation. A few points may, however, be touched. It appears that for quite a number of the works undertaken, no estimates are prepared. The Appropriation Accounts of 1955-56 show 2,473 such works costing 3.64 crores; at the end of September 1957, the number was 13,261 works costing Rs. 13 crores and odd. It cannot be that all these were cases of emergency. The execution of works without preparation of estimates must lead to wastage and is clear evidence of slackness in supervision.

Statistics showing establishment charges compared with the cost of the work should be kept for each division and sub-division if the tendency to employ or show excess establishment is to be checked. It seems that in a number of cases establishment charges come to more than 15%. A few instances are Ghataprabha project—establishment 7.84 lakhs and total provision 22 lakhs; Tungabhadra project left bank—22.94 lakhs establishment and total provision 1 crore; Right bank—establishment 1.32, total provision 4 lakhs; Rajolbanda—establishment 2.07 lakhs, total provision 2.50 lakhs.

In view of the large amounts which the Public Works Department spends, it is very desirable that some authority outside it should from time to time be able to check what has happened on the site and compare it with what was intended to happen. The Central Government have appointed what they call a Technical Audit Cell for the purpose, consisting of a Superintending Engineer, and two Executive Engineers, and according to the Ministry of Works, Housing and Supply the system is working well. A unit consisting of an accounts expert and an engineer, preferably recently retired men of high rank, both perhaps from outside the Mysore service, could be placed directly under the Chief Secretary. Reporting to him, it would probably be able to provide a useful check to extravagance and misuse of funds, and should within a short while pay for itself several times over.

Electricity.

Electricity in rural areas is used either for irrigation pumps or for lighting. Very little is devoted to small

industries, so that the village really does not derive from rural electrification the benefit it should. The low rate for supply to rural areas ought not to lead to a fall in the income from electric supply as a whole. There is no reason why urban areas should not be charged a sufficiently high rate to make up for the concessionary rural rate, so as to give a reasonable return on the total capital invested.

Rural Industrialisation.

At a time when there was no provision for medium term credit for small industries in the rural areas, the rural industrialisation scheme played a useful part. Now, however, that arrangements have been made for giving medium term credit through the normal co-operative society there would seem to be no need for a separate department of this nature. The Government of Mysore has already decided to cease giving the subsidy it used to for this purpose. The work falls naturally within the scope of the Co-operative Department and should be taken over by it. Some of the staff of the rural industrialisation department can, after examination, be transferred to that department. There should be no need for a separate Director, and officers borrowed from various departments, especially from the Revenue Department, can be sent back.

Co-operative Sugar Factories.

A venture likely to cost the Government of Mysore dear is the Co-operative Sugar Factory at Kampli. The estimated original cost of 65 lakhs has now risen to 115 lakhs. According to the Registrar of Co-operative Societies "the site is far from the rail-head and water is not available." Ten lakhs was subscribed by the Co-operators and 15 lakhs by Government; 20 lakhs were obtained from the Industrial Finance Corporation on the guarantee of the Government of India; 8 lakhs were loaned by the Government of Mysore and it also stood guarantee to the State Bank for a loan of 30 lakhs. Assuming the sale price of sugar at Rs. 1,000 a ton, a working season of 190 days as against the original estimate of 160 days, and all other favourable circumstances, a gross return of 6.45 lakhs is hoped for. Another such factory has been sanctioned at Pandavapur and there too there has been a

very substantial increase in capital. Only after very careful investigation in every respect should any such other undertakings be thought of. Mere statements by those interested and the bringing to bear of pressure of various kinds are not investigation. Government has the *primary responsibility for the success* of such ventures, since besides subscribing to the share capital, it guarantees almost all the borrowings.

Horticulture.

Any one seeing the condition of Cubbon Park would come to the conclusion that either there is no Superintendent of Gardens or that this area has been excluded from his jurisdiction. On enquiry from him, however, it appears that the Park has been deprived of proper water supply for many years, and besides, becomes the grazing ground of cattle for several months in the year because of the sale of grazing rights. Very recently arrangements for water supply have been sanctioned and it is to be hoped that full advantage will be taken of the sanction to restore the garden to the condition in which it ought to be kept. Considering the damage cattle do, both to trees and to the turf in which ugly gaps are apparent, government would be well advised not to sell the grazing rights even though this may mean a loss of Rs. 20,000 a year. Large numbers of the public enjoy the park and the disgust that wells in their minds as they note its condition is something a wise government ought to take steps to avoid.

The fruit growing side of the Garden Superintendent's work is really the function of the Agriculture Department. Only that, with its agencies throughout the State, can undertake the extension work needed for spreading fruit growing. This does not, of course, mean that fruit growing sections maintained in the same place along with gardens proper, should necessarily be given up.

Forests.

The income from Forests has been better during the last year than anticipated while framing the budget. Revised estimates show an increase of about 36 lakhs.

A proposal for a Working Plan Section put forward by the Chief Conservator of Forests on 20th June 1957 has been approved by the Finance Department on 28th April 1958, and it is to be hoped that this important work will not be held up any longer. I would have suggested the formation of a special Forest Fund for re-afforestation and development with an annual contribution of 15 lakhs, had I not been told that for many years past the Forest Department has been unable to spend even the amounts allotted to it. The matter may be kept in mind, however, since it is important that fluctuating budgetary considerations should not prevent the proper maintenance and timely expansion of forest areas. If the department is to work well delegation of powers to Conservators and District and Divisional Forest Officers to the maximum extent possible is necessary. The administrative and Finance Departments should recognise this. There is no reason why the Forest Department should continue to sell wood to the Bhadravati Iron and Steel Works at the present obviously concessionary rate. The rate for firewood Rs. 1.50 a ton should, in view of the current market rates, be at least Rs. 3, and for charcoal too, it should rise from Rs. 7.50 to at least Rs. 12 per ton. The Iron Works is making a handsome profit and can bear without difficulty the proper cost.

Stores Purchase.

That a body like the Stores Purchase Committee is necessary, there can be no doubt. That it should work expeditiously is also obvious. In the past there have been complaints about serious delays. It is understood that the executive committee now meets once a week and generally matters are dealt with promptly. One of the reasons sometimes mentioned for delay is time taken in printing the tender forms for each case. This could be met fairly simply, by the tender form being printed in a private press when the Government Press, because of other more pressing work, is not in a position to take it up immediately. Another reason is said to be the despatch of imperfect tenders with partial or incorrect descriptions and specification by the departments wanting the article. Here personal meeting and thrashing out of the details should get over the difficulty. Correspondence should as far as possible be avoided. Purchases within

certain limits by departments and offices, without reference to the Stores Purchase Committee, are already permissible and the question of raising the limits is under consideration.

Police.

The police budget can be reduced by Rs. 2.40 lakhs if the Mysore Palace Guards are not paid for from the public revenues. Clearly, there is no justification for this expenditure, which fulfils at best a ceremonial function in no way directly connected with the interests of the people. So, too, another amount of Rs. 2.75 lakhs can be saved by abolishing the Home Guards. With a proper police force there is no need for this amateur body which, in any case, is hardly ever likely to be effective in a real crisis.

From the Home Ministry have been obtained a number of files about the reorganisation of certain police activities. As the table below shows the net effect is a saving of 6.74 lakhs.—

		Extra cost	*Savings*
		(Rupees in lakhs)	
1.	Mysore District ..	..	0.85
2.	Bijapur District ..	..	1.86
3.	North Kanara ..	..	1.70
4.	Mandya ..	0.12	..
5.	Bellary ..	..	0.37
6.	Belgaum ..	..	1.77
7.	Dharwar ..	..	1.53
8.	Railway Police (State's share) ..	0.38	..
9.	Shorthand Bureau ..	0.36	..
10.	Radio grid ..	1.14	..
11.	Police Training Schools ..	..	0.66
		2.00	8.74

Net savings: 6.74.

Detailed examination by the departmental authorities has led to this result and the Home and Finance Departments in the Secretariat would be well advised to come

to an early conclusion on each of these files, so that the Inspector General of Police may be encouraged to make prompt suggestions for the reorganisation of the police force in the remaining districts.

There seems to have been considerable argument between the Secretariat and the Inspector-General about the latter's proposal for a separate Reserved Armed Force. Three companies of this type were transferred to Mysore from Hyderabad on the formation of the new State, and the suggestion is to raise five companies more. Very good reasons have been urged for the proposal. It is pointed out that the Armed Reserve of old Mysore corresponds in reality to the district armed police stationed at every district headquarters in other States, and that consequently the need for a special striking force that can be used in times of emergency still remains. The examples of Bombay, Madras, Andhra, Kerala, all of which have such forces, are cited, as also the lack of capacity to supply trained men of the kind required for the zonal police in the absence of this force. The necessity, it seems to me, is fairly made out, and the expenditure proposed Rs. 9.65 lakhs recurring and Rs. 7.18 lakhs non-recurring is not prima facie unreasonable. The savings suggested above cover more than the amount proposed for this important scheme.

There is as yet no single police law for the new State. A draft police Bill sent to the Home Department on 17th May 1957 is still under examination. In the absence of a uniform law, some difficulty is experienced, and it would be well to get an Act upon the Statute Book as early as possible.

Prisons.

There are only three jails, Bellary, Gulbarga and Belgaum and two Borstal Schools, Bellary and Dharwar. The work certainly does not require a full-time Inspector General of Prisons. This post can easily be combined with another, for instance that of the Chairman, Labour Housing and Muzrai Commissioner.

Receipts from the sale of goods manufactured in jails are about Rs. 83,000 less than the cost of manufacturing

them. Sale prices should be so fixed as at least to cover the cost, if not to show a small profit.

Information Department.

The publications issued by the Information Department need careful examination from the point of view of usefulness. Their cost is borne not on the budget of the department but on that of the Government press or various industrial concerns, so that the normal necessity to watch expenditure in the light of budget provision does not arise for the department. Two information bulletins are put out, one in Kannada and the other in English. The English bulletin should be stopped. The English press receives through press notes the information Government wishes to disseminate and the bulletin serves no purpose. (Tickling the vanity of those whose achievements are recorded can obviously not be regarded as a public purpose). So, too, the stream of little booklets in English called 'Facts about Mysore', which it is understood are revised every six months, seems quite unnecessary.

A good Information Department, besides giving publicity to the activities of Government, should bring forthwith to the notice of the appropriate department of government any criticism that appears in the Press. It should get the facts as quickly as possible, from the proper officials. If the criticism is erroneous, it should issue a specific reply saying so and pointing out where and how the critic has gone wrong. If it is correct, it should urge the department promptly to take remedial steps, and if it agrees, admit the error and state what is being done to repair it. In either case, speed in reply is the essence of the matter. A Government, the Information Department of which acts, and is permitted so to act, gains greatly in public esteem and will have few, if any, public relation problems to deal with.

Advertisement in the papers on a modest scale by consumer-goods producing state-owned industries may occasionally be necessary, but there is no necessity for large expenditure such as the Rs. 18,000 spent recently by the Iron and Steel Works on a special supplement.

Printing and Stationery.

As many of the reports printed at the Government Press bear witness, one of the more efficient departments of the Government of Mysore is Printing and Stationery. There is room for economy in its expenditure. But the economy has to come from its customers, the various Government departments, rather than from it.

The difference in cost between printing Part IV of the *Mysore Gazette* on white paper and on buff paper is Rs. 207 an issue or Rs. 10,557 a year. Part IV consists of Central Bills and Reports of Select Committees on them, Central Acts and Ordinances and Orders under the Constitution by the President; Rules, Orders and Notifications under the Land Acquisition Act; Mysore Bills and Reports of Select Committees on them; Mysore Acts and Ordinances and Orders under the Constitution by the Governor; Rules, Orders and Notifications under Mysore Acts and Ordinances, other than notifications under the Land Acquisition Act; and Rules made by the High Court of Mysore. There seems to be no particular reason to use white paper for these documents. Printing on buff paper is equally readable.

Again it might well be considered whether it is necessary to send the full gazette to all government offices. For quite a number, Part I and Section I of Part II might suffice. Substantial saving can also be made by limiting the number of Extraordinary Gazettes. Sometimes, three or four Gazettes Extraordinary are issued in between the weekly gazettes. Rarely, indeed, are their contents such that they cannot wait until the regular weekly publications. Even apart from the expenditure on printing and paper, the cost of postage of each number of a gazette extraordinary varies from Rs. 100 or Rs. 200 according to the number of pages. Some discretion in ordering the striking of such gazettes is therefore very necessary. Secretariat departments are the originating authorities.

Instead of the Printing and Stationery Department having to bear on its budget the cost of publications ordered by the various departments, each department ought to

have a budget grant allowed to it for this purpose. In only one or two departments such as Education (for examination purposes) is this practice in force. If it were the general rule, each department would have to justify what it wanted to publish to the Finance Department, instead of, as sometimes happens at present, publishing all manner of things without considering their usefulness in comparison with the money spent on them. The Information Department, for instance, has had printed quite a number of booklets in English, most of which do not seem to serve any public purpose, though they undoubtedly add to the esteem and perhaps prestige of the department whose activities are described. Greater discretion by all departments in deciding what to publish, especially in English, would lead not only to less spending for paper but would also reduce the amounts paid in over-*time*.

Note:—The economies suggested here and in Chapter III would mean a reduction of the Revenue Budget by at least a crore.

VIII. VILLAGE DEVELOPMENT TRENDS

Opinion in Mysore is almost unanimous about the failure of the Community Development and Extension projects. Except for those professionally compelled to defend them, it is difficult to find a single person who has anything particularly favourable to say about them. This is so quite as much on the site as in the city. That the scheme has failed is clear from a consideration of results. Several blocks have passed through the intensive period. In none of them is either economic or moral progress anywhere near what it was thought it would be. Neither has 'Destination Man', the Community Development Training School battle cry, been reached nor production increased to cover even a part of the cost of planned activities and services once Government ceases pumping money into the area.

That this should be so is not surprising. The whole community development conception, as applied on this scale, is based on a wrong premise. Uplifting phrases and enthusiastic slogans that sound very effective and appropriate at meetings and conferences in the Planning Commission's well-furnished rooms have very little appeal in the drabness of the countryside. The villager knows very well that whatever the 'netas' may say, prosperity is not coming through such high-minded declarations. If at best what is intended is some improvement in sanitation, health, agriculture, education, water supply, it does no good to wrap it around with talk of creating the new man and regenerating the village. Nor does it help to fill up the minds of the people who are to work on these objects with the notion that they are engaged on some lofty divine mission, and are a sacred band breathing an air far above the levels of ordinary life. Every community development training school is in fact an enemy of the solid work the community development authorities imply they want to do. The missionary spirit is not a thing that can be taught. To expect it to operate on a country-wide scale for long dreary years is in any case futile. When it is realised that almost all those engaged for the work are men and women as good or bad as any others, and that if it enabled them to earn a livelihood

they would willingly have gone into any other government department they could get into, the folly of regarding them as starry-eyed adventurers on a high mission, and of expecting from them behaviour of the kind that would be appropriate in such rare individuals becomes obvious. The pretence involved in having to go around with this attitude makes the workers all the more useless. Especially striking examples are the social workers, male and female.

Even on the extension side, where the purpose is economic benefit, the effect of the mental confusion caused by this teaching is a very grave handicap, for large numbers of the staff seem to believe that all material deficiencies, whether in themselves, in the people they deal with, or in the situations that exist, must disappear through repetition of their moral *mantras*. Many, moreover, have never been fit for anything except such repetition. In the result little that is worthwhile gets done. A few wells, a few schools, a road here and there, some fish-fry in a few ponds, an occasional patch grown with a few flowers, the rare adoption of a better system of sanitation, these are the perceptible achievements of this movement. Of higher yield because of it, or better agricultural practice, there is no evidence. What there is ample evidence of is the teaching of women, for instance, to make masses of small articles, often ugly and undecorative, which have no market and which are never likely to have any.

The most productive side of the movement is the paper side. Masses of papers move from the Gram Sevaks onwards, up and down. There are plenty of meetings, seminars and camps. New quarters and offices spring up, outside taluka towns generally, and many of the latter are decorated with beautiful pictograms and charts, all depicting achievements that exist very largely in the imagination of their creators. Distinguished visitors appear, look at the pictures, are deeply impressed, and say 'How wonderful!' Sometimes paving in the lane of a village is shown to them and they are told that this is the result of the new civic sense that has come from community development. The more observant and diligent, passing on to another village outside the community area, see the same kind of paving there and learn

that it has been the custom of that countryside for at least the last half century.

Briefly then from the point of view of achievement, the community and extension project, on its present extended scale, has been a failure. Unless it is felt that the provision of employment to all those working on these schemes, from the Bangalore to the village end is a worthwhile purpose in itself, this must be regarded as one of the most wasteful forms of expenditure in the country.

When with regard to any scheme, however treasured, such is the conclusion, a wise government will not hesitate to change it materially or even to abandon it completely. Though the Government of Mysore receives a large part of the money spent on it from the Central Government, yet it has to invest a good deal from its own revenues, and also to borrow considerable sums for it. In the circumstances, whatever the Government of India's views, Mysore might well consider it desirable to take its own line. The 'uplift' side should be dropped completely. What is needed in the countryside is pure water supply, primary education, improvement in agricultural technique and methods, some attention to sanitation and health. Direct allotment of funds for these specific purposes, directly utilised, under proper supervision, is far more likely to prove useful. Nor must a fetish be made of participation. Government and the cities owe too much to the rural areas, the countryside has been deprived of too much for too long, for it now to be argued that what needs to be done there will not be done unless the villager himself comes forward to bear a part of the cost. He may of his own free will, on seeing good work, sincerely done, offer to do so. Then, his participation should be welcomed. He may on the other hand, keep away. That would be no good reason for Government's not doing what is necessary. If anything is to be salvaged from the Community development wreck, it can only be done by integrating the attainment of the basic economic benefits expected from it into the ordinary administration of the State. A good deal of the present special staff would undoubtedly have to be disbanded. Some, likely to be useful, might be added to the normal departments. The proliferating new

bureaucracy settling down in freshly constructed quarters all over the country would thus be brought to an end forthwith, while the real work could be done both effectively and economically.

The latest and only figures available in the Local Self-Government Department of the Mysore Government show that on 30th September 1957, the total amount in arrears by Village Panchayats in the Bangalore division was Rs. 13,72,470, after collection, remission and write off. The collected amount was Rs. 2,54,898 ; in fact only 17% of the amount due was recovered by the Panchayats. The comparative figure for the Mysore division is 21%, the balance outstanding there too being Rs. 12,35,347. The figures up to 31st March 1957 for the perhaps better disciplined Belgaum division show arrears of a little over 50% of the demand. Yet there are people, including some in high positions, who urge that the Village Panchayats should have the right of full administration in its areas, including that of collection of land revenue. "I collect anything from 17 to 50 per cent out of a demand of Rs. 700. Am I, therefore, likely to collect 90%, if the demand is seven or seventy thousand?" To assume this is to judge promise not by performance but by predilection. It is in other words clearly to court disappointment since the result of acting on this basis must inevitably be failure.

Many are the shibboleths of modern times to which, in order to show the modernity of his mind, a man must make obeisance. Of these, one of the most powerful today is 'democratic decentralisation'. Not to be overcome by it, not to worship in awe before it and to agree to anything in its name is to be worse than in error; it is to be proclaimed old-fashioned. Yet, perhaps, despite this, it is wiser to stop and think, to be pragmatic, to put the question "Will it work?" and to consider the problem in the light of experience. Faith may move mountains, but it does not recover land revenue nor clean streets and look after hospitals. For that other qualities are necessary. When therefore men say, men of light and leading, "A village panchayat does not work well. It performs its simple duties most inadequately. But a committee of representatives of village panchayats must do splendidly. Let us call it a 'Taluka Samiti', give it ample

powers, repeat the sacred charm of democratic decentralisation and all will be well. The samiti must function efficiently," the only reply the man of reason can make is that it does not happen that way. If one man is inefficient, association with 10 inefficient men will not make him efficient. Take each of them, teach them, spread learning among them, let them become strong, let them show their efficiency in their own small Village Panchayat field. Then will be the time to get them to combine and give them more power; then it can be hoped that they will use large powers successfully for the greater benefit of themselves and neighbouring areas. Then it may be reasonable to inflict a loss of Rs. 55 lakhs on the public by surrendering 1/2 the land revenue to the proposed Taluka Samitis. But not until then.

IX. CONCLUSION.

As I finish this report, a government has resigned and another is being formed—a timely reminder to the people of Mysore that Governments come and go but the administration remains; nay, that Governments can come and go in proper democratic fashion only because the administration is always there. Let them ask themselves then, "Are there many things better worth having for a people and a State than a sound, solid, honest administration?" And if the answer is, "No. Very few indeed," let them determine to do all in their power,—and since they are the final arbiters and authorities, their power is indeed great—to see that, led away neither by demagogy nor by novelty, do they allow the creation of conditions inimical to the coming into being and continued existence of such an administration. They, and because of them, their representatives, the Legislators, and the choice of their representatives, the Ministers, are the men in authority over the administration. They and these together, or these two by themselves, or even the third alone can ruin the administration. The Ministers can ruin it by omission or by commission or by both. They can render it ineffectual and helpless, helpless in itself and unable to help them. In any well-settled administration there is a lot of ruin, so it would take some time to be ruined, though less time in Mysore than elsewhere, since here it is not so well-settled, is in fact fairly young and new. Yet, sooner or later, it can always be done.

The pages above are an attempt towards showing how the administration might be made to work well for the advantage of the people and the State. Much is said that some individual or section will dislike; some things are said that may invoke common disapprobation. Yet nothing is set down in malice or with ill-will. And what is said, it seems necessary to say. A member of the public, with no position, official or personal, when he writes for the people, owes them a duty. He must think, and he must say frankly what he thinks. This duty it has been my endeavour to discharge.

My thanks are due to the large number of Mysore citizens who have readily and willingly made me a partner

in their experience and have taken great pains to advise and guide me. If on some matters, I have been unable to accept their advice or follow their guidance, they will, I feel sure, forgive me. I must express my gratefulness in particular to Mr. P. V. R. Rao, the Chief Secretary. Him I have troubled again and again, always to be encouraged by his cheerful welcome and to be benefited by his abundant wisdom and wide experience. Mr. N. S. Bharath, Deputy Secretary, Finance Department, whose services were placed at my disposal on the 24th April has in the days since then performed prodigious feats, probing not only into the store-houses of his own deep knowledge and study but producing also information and files that otherwise would not have become accessible even after months of pursuit. I am very thankful to him. My debt to Mr. K. N. Bengeri, Personal Assistant, Stenographer and total staff until the last week of April, is high indeed. His industry, promptness, devotion to duty, and anxiety for the welfare of his new State, have been of the greatest assistance to me.

My conclusions are my own. I alone am responsible for them. But it heartens me greatly to think that in the search for them I had by my side such kindly and well-disposed friends.

BANGALORE,

11th May 1938.

A. D. GORWALA.

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